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THE UNIVERSITY OF ALBERTA

THE EVOLUTION OF THE ROLE OF THE BOARD OF TRUSTEES IN THE GOVERNANCE OF A CANADIAN BIBLE COLLEGE

by

© ROBERT A. ROSE

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

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submitted by Robert A. Rose

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ABSTRACT

The central research question in the present study was to determine the evolution of the role of the board of trustees in the governance of one Canadian Bible college.

In order to address this question, a review of the literature was undertaken to assess evolutionary trends for the role of trustees in university/college governance. Three major streams of research emerged, namely, (a) the distribution and legitimization of decision-making authority, (b) the role of the board of trustees, and (c) membership characteristics and organization of trustee boards. Trends and features identified in the literature became the basis of an analytical framework against which the data of the present study were superimposed to assess similarities and differences.

The methodology included the use of both unobtrusive and reactive measures. Documentary analysis of every Board motion over its history was patterned after research by Paltridge, et al. (1973). Furthermore, various College documents were reviewed to obtain data germaine to the investigation. A questionnaire was constructed to measure the perceptions and preferences of various constituent College groups regarding (a) major decision-making authority for sixty decisions, divided into nine subject areas and three levels of decision, (b) the importance of and quality of performance by the Board on ten major roles, and (c) various features of Board selection, composition, organization and functioning, and member characteristics.

Major findings suggested that there has been no clear trend to decentralize decision making in the College studied, though there were some such trends within certain subject areas and decision levels. Much decision making was already decentralized. Major decision-making authority was lodged most frequently with College administrators regardless of the area or level of decision. The Board and faculty were generally perceived and preferred to be the second and third groups respectively to have major decision-making authority. This pattern was true even for policy decisions. There was considerable homogeneity of perception and preference among respondents regarding the distribution of authority, leading to the conclusion that the present configuration was seen as legitimate. The mild internal pressure for decentralization of decision making came mostly from students, second from faculty, though neither group were predominantly dissatisfied. In comparison to universities, the College in this study had a latent conflict situation regarding the basis of authority, but no evidence suggesting that it was about to surface.

Major historic board roles were similar for the College in this study and universities, but the latter has evolved further to assume more, conflicting major roles. There was limited suggestion in this study that the College Board was moving in the same direction as its university counterparts. It was judged to be at a second stage of evolution when compared to university board evolution, and rather than the overt conflict apparent in university governance, there was a latent conflict situation identified between two major Board roles.

The trend in universities to grant membership on governing boards to faculty and students had not occurred in the College under study; nevertheless, there was attitudinal openness for beginning to broaden the representational base from within the College. There were other minor variations in trends of board organization and functioning between the College and universities, but no outstanding differences.

The overall analytical framework appeared to have general utility for analyzing the evolution of Bible college governance; however, several hypotheses were presented which provided theoretical linkages between decentralization of decision making, membership on boards of trustees, board roles and legitimization of authority. It was further hypothesized that frequency of board meetings, institutional size and plurarlity of mission would be major determinants of governance. Certain factors were identified as having an hypothesized relationship with the emergence of role conflict. Several suggestions were given for refining the methodology.

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CHAPTER ONE

INTRODUCTION

Basic Purpose of the Study

The basic purpose of the study was to examine the evolution of the role of the board of trustees in the governance of a Canadian Bible college.

Background

For the past decade, events in postsecondary education have moved progressively to the center of the stage among major concerns of North American society. In discussing recent challenges to the legitimacy of such institutions, Yarmolinsky (1976:18) claimed that:

> . . . every substantive question is up for grabs: Who teaches what to whom, when, where, and why? And overshadowing the substantive questions are fundamental jurisdictional questions: Who decides, who must be consulted, and who can approve or disapprove.

The central concern is one of governance, and at the heart of governance is the board of trustees which has the legal responsibility for ensuring that institutional outcomes and functioning conform to the charter of the corporation.

The role of the trustees in the governance of postsecondary institutions is changing. At least two major trends can be identified which directly affect the role a board of trustees will assume. On the one hand, there is " . . . the growth of external forces demanding greater control of resources, improved accountability for them, and use of legal guidelines or restrictions in some activities"

(Peterson, 1972:209). On the other hand, there is increased pressure from within institutions for greater participation, decentralized decision making, and democratization (Peterson, 1972; Keeton, 1971; Carnegie Commission, 1973). Trustee boards are caught in the middle of these conflicting trends. This dilemma is accentuated by the observation that the precise nature of the role of trustee boards is no longer clear. Perkins (1973:203), in describing the evolution of the role of university governing boards, suggested that new, conflicting roles have been assumed without ". . . paring away the features of older ones."

Many writers are suggesting that governing boards are inevitably facing altered structures and modes of functioning in the near future to accommodate growing demands made upon them. Some even suggest that the board as it is currently constituted is an obsolete organizational unit. Budig and Rives (1973:58) indicated that there was ". . . widespread agreement that college and university trustees will be thrust into the forefront of public attention and public scrutiny in the next ten years . . . ."

Mayers, Richards and Webber (1972:9) observed that U.S. Bible colleges did not experience the overt conflict (often over governance) that existed on university campuses in the 1960s; however, they went on to suggest that the rapidity of social change and transitions in culture had produced "days of crisis" for Bible colleges as well as for their secular counterparts. As one studies the evolution of Bible colleges, there emerge evident parallels with historical developments of universities as organizations. Bible colleges need to carefully view their own development, since the organizational and governance problems now facing secular universities and colleges could become the lot of the Bible college.

Justification for the Study

The most basic level of support for this study derives from the virtual vacuum of research on the segment of post-secondary education known as the Bible college. While such colleges do not attract large numbers of the post-high school student population, they do provide professionally-oriented, undergraduate programs for church-related vocations. In Saskatchewan, they award degrees in theology which, by legislation, cannot be awarded by the provincial universities (The University Act, 1968, Section 3, Subsection (1):1-2). In the early 1970s writers were documenting the sharp decline for enrollment increases in both two- and four-year institutions in the U.S.A. Davies (1973:29) documented an overall two percent increase for 1972. Increases in freshmen enrollment were slowing ahead of the predicted declines (Thompson, 1973:344), and the intentions of the "phantom freshmen" began to concern university recruiters (Parker, 1973:332). Parker (1973:325) further documented an overall decline of 0.7 percent in full-time students during 1972-73. Bible college enrollments, however, steadily increased at rates of up to 34% per year (Intouch, 1974). The Bible colleges appear to be increasingly attracting the interests of consumers of post-secondary education.

Since the present research follows in the stream of research on trusteeship in colleges and universities, part of its justification is evident in that context. As Paltridge, Hurst, and Morgan (1973:3) noted:

> Much of the research and other literature on trusteeship of colleges and universities has been centered on membership composition of the boards and its apparent effect on board attitudes toward the institutions they govern. The literature is replete with discourses on what boards should do or should not do, most all of them by authoritative observers and experienced trustees. The research on what boards actually do in the course of their meetings is sparse and confined mostly to surveys of the perceptions of board members as to their duties and activities.

Paltridge, et al. (1973) accordingly, analyzed board decisions, as recorded in the official minutes in an effort to get at actual performance in decision making as an additional data base for evaluation of board activity. The present study is one of the first to combine both approaches (survey and documentary analysis) to achieve a more comprehensive analysis of board role in the governance of an institution. As such, it moves beyond perceptually-based responses to actual decision making as recorded in minutes and thereby contributes a methodological strength to such a study that has previously been utilized very little, if at all.

The third justification for the present study is methodological; namely, the combination of reactive and nonreactive measurement of the same problem. Webb, Campbell, and Schwartz (1966:1) noted that " . . . the dominant mass of social science research is based upon interviews and questionnaires." Their principal objection was not the use of such methods but rather ". . . that they are used alone." The use of nonreactive (unobtrusive) measures to supplement and cross-validate questionnaire data brings a strength to research in that each approach has different methodological weaknesses. As noted earlier, Paltridge, _et_ _al_. (1973) reacted to the survey research of trustee boards by proposing a documentary analysis: they switched from a reactive to nonreactive methodology. The current study avoids a polar position by using both approaches and gives greater methodological strength to the study of the role of trustee boards in the governance of post-secondary institutions.

Though the college under investigation in this study was not currently experiencing any overt conflict over its governance, there is reason to believe that the evolution of the role of boards of trustees in Bible colleges may be similar to that experienced in earlier stages of university development. The role ambiguity and conflict plaguing many university boards could become the lot of the Bible college board, without a thoughtful extrapolation of its own developmental trends. Intervention at this point would allow the college board to determine if present trends should be allowed to continue or if a new direction should be set through altered structures and processes of decision making. As Zwingle (1970:195) noted, "campus tensions, it now seems obvious, arose from one shortcoming among governing boards . . . failure to understand what was developing on the campus. . . . These were not failures of intelligence but failures of attention."

Definition of Terms

Governance is ". . . the structures and processes of decision making" (Carnegie Commission, 1973:vii).

A Bible college is a post-secondary educational institution offering training ". . . for Christian ministries or church vocations through a program of Biblical, general and professional studies" leading to a baccalaureate degree (American Association of Bible Colleges, 1975:9).

The Board of Trustees is a corporation with statutory and implied power to take whatever actions may reasonably be necessary to carry out the express purposes of its charter (Henderson, 1967). In this study the Board of Trustees, of the College studied, is called Board of Directors.

Role is a set of expectations of how one ought to behave in a given position in a social system (Lonsdale, 1964).

Authority is "the right to make a particular decision and to command obedience" (Rogers, 1975:169).

Perceived legitimacy of authority is an assessment by an individual of the acceptability of the authority exercised over him (Modified from Leslie, 1973:98).

A lay board is a board of trustees composed of non-educators.

Research Problem and Sub-problems

The major research problem for this study was to examine the evolution of the role of a board of trustees in the governance of a Canadian Bible college. In order to address this problem, the following tasks were seen to be essential:

1. Related to the distribution of authority:
    1.1 To describe the actual decision making activity of the board over its history;
    1.2 To assess the perceptions of people within the college regarding the present distribution of major authority in decision making;
    1.3 To assess the preferences of selected groups, both within and outside the college, regarding the desired distribution of major authority in decision making;
    1.4 To assess the perceived legitimacy of the current distribution of authority.
2. Related to board roles:
    2.1 To assess the evolution of the overall roles of the board in institutional governance;

2.2 To assess preferences of selected groups, both within and outside the college, regarding the importance of the overall roles the board could be fulfilling, and an evaluation of how well the board has performed these roles in the past.

3. Related to board composition and functioning:
    3.1 To describe the evolution of the composition and functioning of the board;
    3.2 To assess preferences of selected groups, both within and outside the college, regarding board composition and functioning;
    3.3 To assess current board member perceptions and preferences regarding the internal functioning of the board.

Outline of the Study

Following this introduction, the study first surveys relevant literature. After reviewing the definition of governance, the literature review surveyed four primary areas: the evolution of the distribution of board authority; the evolution of the role of the board; the evolution of factors related to board membership composition and organization; and, literature on the Bible college. Based on this review, an analytical framework is proposed which provides the theoretical base for the study. The design of the study follows, listing the major study questions, the nature of the study, the methodology, assumptions, limitations and delimitations. Since this research was a case study, a brief description of the college is included next, followed by the analysis of the data, the summary and the conclusions.

CHAPTER TWO

LITERATURE REVIEW

This chapter was designed to initially provide a definition of governance, then to survey the literature on governance in postsecondary institutions with a view to establishing an analytical framework for studying the evolution of board role in governance. The chapter concludes with a review of literature on the Bible college.

Definition of Governance

The term "governance" has come into vogue in the literature on post-secondary education within the decade of the seventies. Hodgkinson (1971) suggested that the introduction of this term has been necessary because ". . . patterns of participation in governing have become so dispersed . . ." that the earlier label, "government," was connotatively too restricted.

One of the earliest writers to use the concept of governance, Corson (1960), suggested that governance is:

> . . . the process of deciding and of seeing to it that decisions made are executed. . . . that is . . . the process or art with which scholars, students, teachers, administrators and trustees associated together in a college or university establish and carry out the rules and regulations that minimize conflict, facilitate their collaboration, and preserve essential individual freedom (1960:12-13).

It is clear that Corson located both decision making and the implementation of such decisions within the boundaries of governance. In a later work, Corson (1975:20) extended this definition to include assessment of the results of decision making. Hodgkinson (1971) also included "implementing" and "coordinating" in his concept of governance.

By 1970, however, many writers were excluding decision implementation from definitions of governance and a distinction was being made between governance and administration, the latter of which had implementation as one of its central concerns. Richardson, Blocker, and Bender (1972) typified this viewpoint in their comment:

> Previously we have suggested that in many two-year colleges governance is subsumed within the administrative organization. Faculty and student concern about involvement in the decision-making process has forced institutions to consider the development of a governance structure distinct from the structure of administration (1972:188).
>
> Just as there is within each institution a structure of administration, so too there should be a structure of governance (1972:183).

Some writers have tended to use the term "governance" synonymously with decision making. Richardson, _et al_. (1972), writing on the governance of the two-year college, did not offer a concise defintion of that term: it is clear from their work, however, that they viewed it as "the decision-making process" (1972:188). The Carnegie Commission (1973:viii) was much more explicit, suggesting that "we define governance as the structures and processes of decision making."

A second group of writers have preferred to limit the concept of governance to a subset of decision making, namely, policy formation, thus distinguishing between what

Baldridge (1971b:3) referred to as "critical" and "routine" decisions. Pannu (1973:59) suggested that governance is "the way in which policy-formulation and goal-setting activities tend to get patterned . . . ." Thornton (1972) did not formally define governance but used the term interchangeably with policy formation. Baldridge (1971b:vii) contended that:

> Governance is the process by which the university's destiny is shaped; it is the complex of structures and processes that determines the critical decisions and sets the long-range policies.

Later in the same work, Baldridge (1971b:21) referred more specifically to the centrality of policy formation in his political model of governance. Several other authors have generally supported the conception of governance as policy formation, even though it was not articulated as such (Parsons and Platt, 1973:377; Henderson, 1970:249-250; McGrath, 1970:105). This view of governance appears to be more consonant with the trend to conceptually separate administration from governance in post-secondary education, by virtue of the fact that administrative decision making structures and processes are excluded.

In a case study of participation in college governance, Kelly (1973) defined governance in terms of problem solving rather than decision making; however, when one compares these two terms the difference appears to be more semantic than real. Kelly's (1973:4-5) definition of governance did differ from most others in one important respect:

> The term governance encompasses three interdependent

> organization dimensions of structure, process and climate which are related to problem-solving within a college. . . . the concept of governance is not restricted to one level of the organization but applicable to human interaction at all levels (1973:4-5).

In a later publication, Kelly (1974:105) appeared to stress the "climate" factor over the other two:

> Governance refers not only to organization structure but also to several critical socio-psychological variables operating in any organization. The real essence of governance is that which relates to a college climate or environment which is generated by the structure and process for decision- making within a college.

It is difficult to understand how Kelly can justify including "climate" as a definitive part of governance when, by his own admission, it was ". . . generated by the structure and process for decision making . . ." (1974:105). In other words, climate is a second-order derivative of the interaction of decision structures and processes. Other research (Foote, Mayer and Associates, 1968; George and Bishop, 1971) would confirm the derived nature of climate. Stern (1970:7) took a slightly different point of view by suggesting that climate was ". . . to be found in the structure created or tolerated by others." The thrust of this criticism, therefore, is to suggest that climate is not a definitive aspect of governance; however, this should not be construed to mean that governance is unaffected by organizational climate.

Based on the foregoing discussion, the definition of governance, which appears to best reflect the latest thought and research was that formulated by Baldridge (1971b:vii). However, since the present study sought to look at governance over a broad time span, integrating many studies with varying definitions, it was decided to adopt the Carnegie Commission (1973:vii) definition, since it was not as narrowly proscribed. As stated earlier, they defined governance as the "structures and processes of decision making."

Accepting this definition presents certain problems to the researcher of governance, not the least of which is the distinction between structure and process. Perhaps reflective of this difficulty is the general lack in the literature on governance regarding a distinction between structure and process. Whether the functioning of trustee board is being described or deliberate relationship patterns (i.e. structures) between members of a university community, both are simply acknowledged as governance.

The remainder of this chapter is devoted to a review of the literature on governance with particular focus on the board of trustees. The initial approach to the literature was guided by an interest in the historical changes which had taken place in trustee boards in the governance of postsecondary institutions, for the purpose of establishing a developmental model of board role in governance. Of the three major areas of concentration identified in the literature, the first focused on board authority in governance. The second was concerned with the role or duties of the board, while the third area included issues related to the membership composition of trustee boards.

Evolution of the Distribution of Board Authority

The history of goverance in post-secondary education is mainly focused on university organizations since the appearance, and formal recognition, of diversified forms of higher education is largely a phenomenon of the latter part of the nineteenth and twentieth centuries. The evolutionary trends in governance have been well-documented by a number of writers (Cowley, 1959; Hofstadter and Smith, 1961; Martorana, 1963; Burns, 1966; Henry, 1969; Carnegie Commission, 1973; and Duryea, 1973). Primarily from these sources, the following review of the evolution of the trustees' authority was taken.

Early origins

Historians are generally agreed that the university, as it is presently understood, dates back to the Middle Ages (Burns, 1966:2). From the variety of arrangements in medieval times, Henry (1969:4) suggested that there were two informative governmental arrangements in so far as decision making was concerned. According to Martorana (1963:4), scholars have traced North American governance patterns from the influence of these two archetypes.

On the one hand, French universities were controlled by the faculty (Cowley, 1959), a pattern copied by English, Scottish and German institutions. Italian universities, on the other hand, were student-controlled; however, by the 15th century, students had lost most of their control to civil authorities who in turn appointed non-academic governors over both professors and students (Cowley, 1959).

It was from the Italian precedent of placing control in the hands of a local, external group of lay persons (i.e. non-academics) that historians have generally traced the origin of the concept of a board of trustees. Martorana (1963:3) noted, however, that the idea "flourished to highest use" in the United States.

The legal authority of boards of trustees has remained virtually unchanged over time; however, Duryea (1973:21) suggested that a history of university organization documented a "continuing modification of their actual power." The Carnegie Commission (1973:32) put it even more strongly by concluding that the board was ". . . now often greatly diminished in its operational authority." To understand why the Carnegie Commission (1973:33) could assert that "the role of the board is due for a renaissance," one must be aware of the changes in its authority and governing role since the first American university, Harvard, was founded in 1636.

The modification of board authority in the United States

Although Harvard was founded by non-academics, and its official founders became the first board of overseers, two governing bodies emerged (as they also did at William and Mary). In addition to the external lay board representing the founders, a faculty corporation also developed (Henry, 1969:10-11). These two controlling bodies had historical precedents, as noted earlier. Henry (1969:11) noted that, perhaps because of the difficulty of the dual locus of authority, "Yale was instituted with a unitary lay (non-academic) board . . . the 1701 Yale charter simply made the ten organizing clergymen the corporation."

Colonial colleges (c. 1636-1865). Early in the history of the colonial colleges ". . . the centralization of authority in an external board of laymen became the predominant pattern for the administration of higher education in the United States" (Henry, 1969:11). In Europe, governing boards had played a fairly passive role, but not so in the United States (Burns, 1966:5; Henry, 1969:11). Burns (1966:5-6) suggested that strength of boards in early American institutions was due to:

> . . . the absence of numerous, experienced, well-educated facutly members: a situation without parallel in Europe. Moreover, the early colleges and universities in the colonies were closely related to their communities and the local church; in Europe there was a cosmopolitan quality which defied close lay control. . . .

The influence of the Christian church was extensive in the founding and early governance of the colonial colleges in the U.S.A. Flood (1976:33) reported that "With the exception of the University of Pennsylvania, every collegiate institution founded in the colonies prior to the Revolutionary War was established by some branch of the Christian church." Furthermore, ". . . with the exception of Cornell University in New York and the University of Pennsylvania, every Ivy League school was established primarily to train ministers . . ." (Flood, 1976:33). It should not be surprising, then, that the majority of trustees in these young colleges were "men of the cloth."

During the 17th and 18th centuries, the authority of the board of trustees was broad (Henry, 1969:11). However, after nearly two hundred years of operation, changes were occurring that foreshadowed an altered role for trustees in their governance of higher education. The predominance of clergy on boards began to give way to business men, as an age overshadowed by religious and theological questions became one preoccupied with science and social problems (Henry, 1969:12,17). Colleges became more secularized in their outlook and research was beginning to take its place along with teaching as a major function.

Formulation of the modern university (c. 1865-1900). With the development of the modern university, as we now understand it, following the Civil War in the U.S.A., ". . . the entire situation was transformed within the life span of a single generation" (Henry, 1969:17). Growing restrictions on the operational authority of governing boards began to emerge. Within the space of half a century, overt patterns of university government ". . . coalesced into the pattern we know today . . ." (Duryea, 1973:22). It was during the last half of the 19th century that the following changes were forthcoming:

1. "A self-conscious but well-formulated rationale for academic freedom appeared" (Henry, 1969:18).

2. Faculties ". . . greatly expanded their influence over academic affairs . . ." (Duryea, 1973:21; Burns, 1966:10) as there was a steady growth in the number of highly skilled, specialized, research-minded professors. As one consequence, decision-making patterns were altered considerably (Henry, 1969:19). This was the age of the developing "professional organization."

3. Alumni, who had risen to positions of power and formal recognition, became actively involved in the government of colleges and universities, taking their place beside self-perpetuating board members in institutions of higher learning (Henry, 1969:23-24; Duryea, 1973:21).

4. Governments began to actively develop state institutions which started to share the responsibility of higher education with the privately-supported colleges. Following the passage of the Land Grant Act, 1862, numerous Land Grant Colleges (for agricultural and mechanical arts) came into existence. These later developed into the large state universities (Martorana, 1963:8).

5. "The governing boards tended to be pushed out of the

foreground of university business--teaching and research--and confined to the vital but restricted tasks of financial management" (Henry, 1969:20).

6. Professors began to be critical of the role of lay involvement in academic government to the point that a body of protest literature emerged over the lay trustees' involvement in academic decision making (Henry, 1969:20).

7. Duryea (1973:22-23) noted, however, that "over and above any incipient faculty militance, the practical result of growing size and complexity necessitated the delegation of some policy-making and managerial responsibilities to presidents and faculties."

8. A compromise began to develop whereby boards refrained from interference with faculty and largely delegated academic governance to them. Though boards retained the right to review all decisions, any direct action by trustees in academic affairs was inclined to be predicated upon a recommendation by the faculty (Henry, 1969:20).

9. By the 20th century, contrary to what faculty may have thought, university government was centered upon the office of the president (Duryea, 1973:23). Highly capable presidents with strong leadership abilities emerged and gave direction to both boards and faculties.

Present century (1900-). The present century has been an era of "growth and consolidation" according to Duryea (1973:28). Trends, such as those above, which developed in the late 19th century were extended into the 20th century. Except for what the Carnegie Commission (1973:75) labelled as two decades of "surface consensus" over governance in the post-World War II era, decision making in universities has experienced considerable turbulence during this century. One salient characteristic of the past seven decades is perhaps best reflected in one of what Cleveland (1974) called "everyday collisions in American higher education;" namely, ". . . the tendency of rights to produce rigidities" (Cleveland, 1974:22).

The year 1915 saw the formation of the American Association of University Professors (AAUP). "Its initial statement, 'Declaration of Principles,' . . . symbolized the classic attempt to codify the principles governing the rights of teachers" (Henry, 1969:27). In the late 1950s and early 1960's, a series of joint statements by the AAUP, the American Council on Education and the Association of Governing Boards resulted in formal statements regarding faculty participation in governance. Dykes (1968:29) concluded from his study that ". . . there was no longer any question of the faculty's right to share in the governance process; that right was established." Perhaps the clearest evidence of the tendency of faculty rights to produce rigidities has come from the recent trend toward faculty unionization and the increasing reliance on collective bargaining as a means of decision making (Howe, 1970;

Marmion, 1971; Ladd and Lipset, 1973; Ping, 1973; and Blumer, 1975). Donald Wollet suggested (Ping, 1973:103) that the central inquiry for studies on collective bargaining was "the question of whether and how collective negotiations can function in higher education without the erosion of the values for which higher education presumably stands."

In addition to changes in faculty role in governance, 20th century students have become more and more involved in campus governance, ". . . and it has come largely through the pressure of students themselves" (Henry, 1969:29). The pressure undoubtedly climaxed in the turbulent years of student activism in the 1960s. Duryea (1973:33) was of the opinion that the effectiveness of the student drive for direct participation on governing councils ". . . remains conjectural, although the evidence suggests that the student drive for participation will tend to dissipate further the influence of boards and presidents." There is evidence, however, which reaches different, more positive conclusions (e.g. Gunning, 1977; Kelly and Konrad, 1972).

It was Henry's (1969:31) belief that:

> The "joint Statement on the Rights and Freedoms of Students" (1968) was similar to the 1915 and 1940 AAUP statements on academic freedom in that it was indisputable evidence of the formal recognition of the trend toward Shared Authority (sic) in campus governance.

In the light of events in the 20th century, the governance role of boards of trustees has undergone further alteration. Duryea (1973:31) summarized it as follows:

> Following hard on the downward shift of academic power, governing boards have withdrawn extensively from active involvement in university affairs. This condition was incipient in 1905 . . . Fifty years later, in the same vein, the 1957 report on The Role of the Trustees of Columbia University . . . stated flatly that, while governing boards may hold final legal authority, their actual role in government leaves them removed from the onging affairs of their insitutions.

According to Martorana (1963:93) the concern for the "erosion of board control" during the late 1950's and early 1960's led to some research on the future of boards. Most concluded that changes were to be forthcoming but Donovan (1954) stood virtually alone by suggesting that the trends implied an ultimate abandonment of the trustee structure altogether. More recently others have called for its demise, but the Carnegie Commission (1973:31-32) defended its presence as a desireable structure, albeit in need of renewal.

Another factor which has led to diminished authority for institutional boards has been the development of multicampus systems and of statewide superboards. In fact, the Carnegie Commission (1973:1) went as far as to suggest that "The greatest shift in power in recent years has taken place not inside the campus, but in the transfer of authority from the campus to outside agencies." The demand for greater institutional accountability by governments and the general public has no doubt provided fuel for the movement from "autonomy to system," and heightened the tension between external forces on the one hand, demanding greater accountability and efficient use of resources, and on the other hand, internal forces demanding increased participation in governance (Petersen, 1972; Duryea, 1973:37).

The severity of the pressures on governance has been heightened by the contradictory nature of the pressures according to the Carnegie Commission (1973:10):

> Public interest works in the direction of public control; but student and faculty activism works in the direction of local control by the direct participants. Faculty and student activist sentiment is in favor of more self-governance; but the reduction in a sense of consensus among faculty members and students makes such self-governance more difficult. The cessation of growth calls for more flexibility in making readjustments in past patterns of operation; but faculty collective bargaining organization may mean more rigidity and more attachment to the status quo ante. Financial stringency often requires more centralized control of decisions affecting expenditures; but central control is also more suspect. The cross-pressures are illustrative of the general problem of the swirling crosscurrents affecting governance.

Although dilemmas of governance have not stemmed from a unitary source, Perkins (1973) has developed an insightful interpretation of the problem largely from a structural point of view. It was his contention that the major missions of the university cannot be, and are not being discharged through the formal structure provided in its charter. He believed that:

> . . . the university is asked not only to perform conflicting missions but . . . to perform them within the framework of an organizational design appropriate to its earliest mission--that of teaching or the transmission of knowledge. The newer functions of research, public service and, most recently, the achievement of an ideal democratic community within the

> university have organizational requirements that are significantly different from those necessary for teaching. (Perkins, 1973:3)

The modification of board authority in Canada

Any attempt to document any changes in the role of trustee boards in Canadian universities suffers, at present, from a dearth of published material. Weynerowski (1964:216) concluded that "what little writing has been done in Canada on university government is mostly in the form of committee reports and faculty association briefs to university authorities." Day (1971:30), whose study was the first empirical investigation of control in a Canadian postsecondary setting, was of the opinion that "educational institutions, particularly those of higher education, appear to be the last to be subject to research on their internal functioning." In 1966 several important Canadian works appeared (Masters, 1966; Harris, 1966; Duff and Berdahl, 1966; Hodgetts, 1966) devoted to postsecondary education. Since that year, several additional works have shed some light on trends in university governance; however, there is a dearth of information in comparison to the U.S. setting.

Some writers (e.g. Sadighian, 1975) have discussed university governance and trustee boards on a North American basis without highlighting differences between the American and Canadian settings, perhaps assuming no substantive difference between the two. While it is apparent that American universities did have an influence on developing

Canadian institutions (Ross, 1976:21; Munroe, 1975:3) there are at least two ways, germane to the present study, in which the Canadian experience differed from that in the U.S.A. The first difference concerned the earlier emergence of a "two-tier" system of governance. This is perhaps best illustrated in a brief historical sketch of Canadian university governance development.

Early history. Masters (1966:17) identified the Anglican, King's College, Nova Scotia, as ". . . the first institution in Canada to begin teaching at the college level [1789]; although its counterpart in Fredericton, the forerunner of the University of New Brunswick, appears to have been the first to open as a school." The early dominance, and exclusiveness of Anglican church colleges gave rise to a reaction against this sectarianism (Masters, 1966). Those petitioning for new colleges during this period repeatedly attempted to make them open to all denominations, but by the time acts of incorporation were passed, charters were narrowly sectarian (Somers, 1966:25). The result in Nova Scotia, according to Somers (1966:25), was an unconscious but inevitable ". . . multiplication of sectarian institutions of higher education . . . as the only possible road to religious equality." There is little doubt about the strong influence and control of the church in these early eastern Canadian institutions (Ross, 1976:21).

The strength of fervor and support these early colleges obtained from religious loyalties is perhaps most accute in contrast to the early experience of Dalhousie University (1818-21), the first attempted, non-sectarian college in British North America. Though nominally non-denominational, it was predominantly Presbyterian for much of the nineteenth century (Masters, 1966:22); however, it did not award degrees until 1866 after being forced to close and later reopen in 1848. According to Harvey (1938:14) Dalhousie was:

> . . . an idea prematurely born into an alien and unfriendly world, deserted by its parents, betrayed by its guardians, and throughout its minority abused by its friends and enemies alike.

"In the government of all these [early, eastern Canadian] colleges, the role of the layman was dominant and that of the teacher minimal" (Ross, 1976:167). Cohen (1964:205) believed that ". . . Canada has had much more severely authoritarian tradition than is known in England" in its university structure.

Harris (1976:27) documented the essential purposes for these early colleges:

> As in French Canada, the same two purposes - the training of clergy and the general education of the future leaders of society - underlay the establishment of the first colleges and universities in English-speaking Canada. . . .
>
> The education of clergymen was not, however, the primary reason for the establishment of the earliest colleges in the British colonies. . . . The founders of these institutions were impelled by precisely the same motive as inspired their French Canadian contemporaries . . . the preservation of a tradition, in this case, the British tradition."

In western Canada, however, although higher education had its origins in the denominational colleges:

> Contrary to the early tradition of private universities in Eastern Canada, Western universities have been state institutions from the outset, established by provincial statute and subsidized by public funds. (Review of Educational Policies in Canada: Western Region, 1975:53-54)

Munroe (1975:3) linked this with the influence of the Land Grant Colleges in the U.S., which evolved just prior to the establishment of the western Canadian universities.

Development of faculty and student authority in governance. Canadians took their first step toward implementing faculty authority in governance in 1827 at King's College (forerunner of the University of Toronto) where, according to the charter, seven of the nine members of the governing council were to be faculty, provided they supported the Thirty-nine Articles of religion as set out in the Anglican Book of Common Prayer. Most of the early Canadian universities followed suit (Ross, 1976:167), well in advance of any similar gains by U.S. faculty.

The second major step in advancing faculty control also came from the University of Toronto. Its 1906 Act:

> . . . was a significant document . . . primarily because it clearly established the "two-tier" system of government, which was soon to be adopted by other universities in Canada, and which gave specific control of the academic program to academics. . . .
>
> Thus there were to be two executive branches, and while the board of governors was the senior body with ultimate authority and responsibility, nonetheless the senate (the academic body) was to have clearly defined jurisdiction over the academic program of the university. (Ross, 1976:168)

Thus, while faculty were excluded from governing boards, they had major representation on the senate. According to Ross (1976:169) "this system of government prevailed in Canadian universities until the 1960's--with relatively few difficulties."

> There was by the nature of things, always tension between these two bodies [the Board and the Senate]. The senate was concerned about effectiveness; the board with efficiency. . . .
>
> The tension . . . was not without value; it provided a nice balance of power between the practical and the academic worlds . . . (Ross, 1972:242-243)

By way of comparison, it was well after 1920 in the U.S. that ". . . the trend was to establish a university-wide body--usually a senate--including student representatives. . . " (Ross, 1976:179). In fact, it wasn't until 1971 that the Center for Research and Development in Higher Education in Berkeley, California, decided the campus senate movement had grown large enough to warrant study (Hodgkinson, 1974:2). "In terms of faculty recognition and control of such matters as educational policy, admissions, appointments of academic staff, the American universities lagged far behind those in . . . Canada" (Ross, 1976:176).

The apparent inability of senate positions to satisfy faculty in Canadian universities became more visible in the late 1960s. The Duff-Berdahl (1966) report, commissioned by the Canadian Association of University Teachers, recommended the inclusion of faculty (as well as alumni) on boards of governors. Unionization of faculties (University Affairs, 1977:14-15) in the early 1970s attested at least to a perceived failure, by faculty, of ealier mechanisms to incorporate their input into decision making. In a collection of essays on the government of Canadian universities, editor George Whalley (1964:vii) observed that:

> . . . all contributors agree upon a few cardinal considerations upon which any reform of university government and administration should turn:
> 1. The judgment of the academic staff should influence all decisions made by or on behalf of universities.
> 2. The powers and authority assigned to lay Boards by charter in Canada are inordinate and inappropriate.
> 3.The dichotomy between scholars and administrators should be eliminated as far as possible.
> 4. All such changes . . . should be given permanent legal status by amendments to current charters.

Hodgetts (1966:xiii) viewed the faculty drive for board membership to be a natural consequence of (a) improved economic postion of university teachers, and (b) growth pressures, large staffs and buildings which were disturbing traditional work habits of academics.

Canadian universities were generally quite responsive to changes which included students in the governance of those institutions. Although the Duff-Berdahl (1966:20) report only recommended that students be allowed to elect one board member--and not to sit themselves--the University of Toronto again took the lead. In its new 1971 Act, students were given legal status as "members" of the university with rights to become board members (Ross, 1976:171-172). Ross (1976:172) concluded:

> By 1975 the traditional two-tier system was present in form in most Canadian universities, but its original purpose--to divide responsibility by giving lay people authority over administrative matters and the academic staff authority in academic affairs--was greatly changed. Boards in most universities were likely to include faculty members and students, and the senate to include substantial student representation.

Summarily, it may be observed that the Canadian experience differed from that of the U.S.A. in the "two-tier" system of governance and its concommitant earlier inclusion of faculty input into the governance of the university.

A second difference between Canadian and American governance structures concerned the relationship of state and private (often church-related) colleges. According to Masters (1966:13), "the development of pluralistic universities which included denominational and secular colleges, a process which began in Manitoba in the eighteen-seventies and at Toronto in the eighteen-eightees, was a unique Canadian achievement." Masters (1966) documented this phenomenon in his Protestant church colleges in Canada: A history, and because of the importance of this feature to the present study, the following supporting quotations were taken directly from that work:

> In 1843 Robert Baldwin introduced into the Legislative Assembly a bill which was intended to make King's non-denominational and also to draw into incorporation with it the Colleges of Queens, Victoria, and Regiopolis, a Roman Catholic College at Kingston which had been incorporated in 1837. This was the first suggestion of the principle of federating

> denominational colleges with non-sectarian universities. It was destined to play a role of central importance in the history of Canadian universities. (p. 49)
>
> The University of Manitoba was established in 1877 as a non-denominational, provincial, but not state-supported university. . . . The University was to be an examining and degree-granting, but not a teaching body. The teaching was to be entirely in the hands of the federating colleges: St. John's, Manitoba, and St. Boniface. . . . The establishment of the University of Manitoba was an important landmark in the history of church colleges in Canada. It meant that the component colleges were able to continue the liberal arts course in a church atmosphere, while sharing the benefits of membership in a larger body. The unique Canadian achievement in higher education, the working out of a relationship between church colleges and secular universities had begun. (pp. 95-96)
>
> . . . the agreement [of the University of Toronto] with Trinity clarified and strengthened the position of the church colleges in a pluralistic university. Unlike Victoria, Trinity was insistent on safeguarding its right to teach religious knowledge to all its students. This right was safeguarded by a clause in the Act of 1901. (p. 142)
>
> The Church of England, having given up control of the . . . [Western University for financial reasons], retained control of Huron College which continued as a theological seminary in affiliation with the University. (p. 147)
>
> The University of Waterloo represented an example of the Canadian practice of federating church-related colleges with pluralistic, non-denominational universities. There were two other examples of this practice in the period since 1959, the Laurentian University of Sudbury and the University of Windsor. (p. 192)
>
> In the post-1959 period, other small church-related institutions affiliated with larger, non-denominational universities. . . . In 1964 the Methodist Church's Aldersgate College in Moose Jaw sought affiliation with the University of Saskatchewan. (p. 193)

Summary. In Canadian universities, the early establishment of a two-tier system of governance, the board of governors and the senate, gave faculty input into decision making earlier than their American colleagues. The basic modifications in the distribution of authority were similar to that in the U.S., from boards to boards and presidents (although Canadian presidents were judged not to have achieved the level of power of their American counterparts), with the subsequent extension of decision making rights to faculty, and finally to the inclusion of faculty and students in governing bodies. Canadian universities have also differed from those in the U.S. in the structural juxtaposition of denominational and secular colleges in pluralistic universities.

Empirical research on board decision making

Empirical studies of trustee boards are sparse, but even more so are such studies which focus on board decision making. Writers are in agreement regarding the lack of study on decision making in postsecondary education. Paltridge, *et al*. (1973:3) noted:

> Much of the research and other literature on trusteeship of colleges and universities has been centered on *membership composition* of the boards and its apparent effect on board attitudes towards the intitutions they govern. The literature is replete with discourses on what boards should do or should not do, most all of them by authoritative observers and experienced trustees. The research on what boards actually do in the course of their meetings is sparse and confined mostly to surveys of the perceptions of board members as to their duties and activities.

Most decision making studies at the postsecondary level are focused on participatory governance or shared decision making with faculty as the primary study group (Eastcott, 1975; Kelly, 1973; Wise, 1970) and occassionally administrators as well (Day, 1971). Each of these writers concurred with the paucity of research even in those areas.

The Inventory of Research into Higher Education in Canada, published annually since 1974 by the Association of Universities and Colleges of Canada, listed one study in their 1976 inventory (p.12) which was a questionnaire survey with interviews, on the goals and governance of Canadian universities.[1] In the 1977 directory, only two were listed that were concerned with board decision making. The present study was one: the other was a survey by Konrad (1976, 1977) on communitee college trustees.

One section of Konrad's (1976) research focused on the involvement of trustees in decision making. Board members were asked to indicate their perceived level of involvement for each of 30 topics commonly considered by boards. Konrad's (1976:3) conclusion was that ". . . community college boards are only peripherally involved in decision-making at the institutional level"; however, board members also indicated that they ". . . would prefer an authority structure that would place responsibilty for decision-making in the hands of boards and/or administrators alone" (1976:4). These results are very similar to those reported by Hartnett (1969:30-37) in his survey of trustee backgrounds, roles and educational attitudes.

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[1] To have been completed in 1978

In a case study of New York University (Baldridge, 1971b), various constituent groups in the University were asked to indicate their belief about what groups controlled various issues. Baldridge (1971b:183-184) discovered that:

> The charts suggested that instead of one dominant power elite there seems to be a fragmented system of influence, for different groups are strong in different spheres of influence and no single group dominates everything. The trustees are strong on budgetary planning, physical plant maintenance, long-range planning, and public relations.

Kelly (1973) undertook a case study of participatory governance in one Quebec college (CEGEP). He discovered that "college governance was characterized by a high degree of decentralization. . . . [and] although closer in degree to the participatory model . . . [the College] appears to combine aspects of both [the bureaucratic and participative] models" (Kelly, 1973:211). Kelly (1973) went on to describe the strengths and weaknesses of this deliberate attempt to implement a participatory mode of college governance as it had evolved in one college. In the Foote, _et_ _al_. (1968) case study of governance at Berkeley campus of the University of California, interestingly, there was a minority "dissenting report" which argued against the proposed "community" approach to governance, since they believed no basis for "community" could be found. It was suggested that a political model was more appropriate.

Only two published studies were found which looked specifically at the actual decision making of boards of trustees. The first, Paltridge, et al. (1973), used a detailed coding protocol in the analysis of motions in the minutes of 19 university boards, in an effort to ". . . go beyond trustee perceptions of their roles, professed attitudes and perceived decision-making authority, to an investigation of their actual performance and decisionmaking actions" (1973:7).[1] Paltridge and his associates found (1973:31) that boards made most decisions in the areas of business and finance, physical plant, personnel and educational programs. When distributed across levels of decision (legislative, managerial, working), most decisions were made at the working level (41.9%) followed by managerial (36.7%) and legislative (7.5%). This pattern varied somewhat when broken down by subject area of the decision, also individual boards differed in the way they expedited decision making. Paltridge, et al. (1973:55-70) developed four prototypes of board decision making patterns. The second study to investigate actual decision making (Walkington, 1975) used the same methodology as Paltridge

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[1] A detailed account of the methodology used by Paltridge, et al. is included in the methodology section of the present study

(1973), in addition to interviews, to assess budget allocation and program approval in non-university, postsecondary institutions in Canada.

As far as can be determined from published research, the present study is one of the earliest to analyze actual decision making in a Canadian, postsecondary setting, and one of the first to address the decision making of postsecondary boards of trustees using an empirical analysis.

Some conclusions regarding the evolution of board authority

Several conclusions emerge, based on the foregoing review of literature:

1. Distribution of authority. There has clearly been a trend toward increased sharing of authority in campus governance. Historically it was lodged exclusively with boards of trustees, but gradually was extended to presidents and administration, faculty and most recently to students, primarily in academic areas. Most of the research in participatory governance has been conducted at the faculty level, and has emerged conceptually from humanistic philosophy and human resources literature (Kelly and Konrad, 1972). The drive for democratizing decision making in universities has led in the 1970s to the inclusion of faculty and students on governing boards. There is currently divided opinion of the effectiveness of this expansion of enfranchisement to all of the campus constituencies;

however, there is no doubt but that a broad representational base on governing boards will be the political reality in the immediate future of universities in Canada and the United States (McConnell, 1968:147).

2. A changing authority base. Bases for authority have been suggested by several writers such as Weber (1947:148), Peabody (1962:467) and French and Raven (in Cartwright and Zandler, 1968:259-269); however, Peabody's basic distinction between formal (related to one's postion and legal status) and functional (related to one's expertise and personal characteristics) authority bases will serve the present discussion.

Historically, there was nearly complete reliance on formal (legal) authority by the board of trustees. If trustees, at the same time, brought academic expertise to their position it was a happy coincidence. The later extension of academic decision making to faculty reflected a deference to expertise. In effect the Board-Senate arrangement was a unique mixture of formal and functional authority in the governance of the Canadian university: expertise in both structures, albeit in differing areas of responsibility, but formal authority only on the board's side. However, as Boyd (1973:18) noted:

> The decline of executive power in universities, the expansion of middle management, the bureacratization which has been developed to cope with size, the challenge presented by the development of student power, the contempt for tradition voiced by radical faculty, the resurgence of governing boards, and the

> new claims for control by state agencies and legislatures have all converged to produce a crisis of authority.
>
> The problem has been made more accute because the pluralism of contemporary society is replicated on our campuses and reflected in a pluralism of goals. In the absence of common goals and a shared sense of purpose, authority is difficult to legitimize.

As both Perkins (1973:12) and Ross (1976:182) pointed out, the newest basis for authority, or the right to be included in university decision making, derives from what Ross referred to as "organizational citizenship." In this case, decisions are not legitimized on the basis of legal authority, nor even expertise, _per se_, but upon the belief that organizational decision making ought to ". . . conform to the social aspirations of its members and its very style and organization must conform to the idea of a democratic society" (Perkins, 1973:12). Ross (1976:182-184) acknowledged that many of the arguments used for participation in a democratic state were applied to the democratization of the university, but carried to their logical conclusion--one person, one vote--would create a student-controlled organization, a situation that would not be tolerated by a funding public. Interestingly, the political model of university governance is the only existing model which appears to most naturally accommodate this new basis for the legitimization of authority in institutional governance.

3. _Absence of empirical research on board decision making._

As reviewed above, there are few studies which assess actual board decision making in the U.S., and only one in Canada. There are several surveys assessing the perceptions of board members about their decision-making involvement, but clearly if boards are to be guided more precisely in the future, studies of their actual decision making are essential.

4. Governance models. In terms of the historic governance models, bureaucratic and collegial, it is generally accepted that a bureaucratic structure is necessary for the administrative support services offered by the university. A key organizational dilemma for governing boards however is that while bureaucratic direction or formal authority is not always capable of providing certain expert judgments, "the weakness of collegiality or professionalism in the large organization . . . is that it cannot handle the problem of order, it cannot provide sufficient integration" (Clark, 1971:248). Indeed, as Clark (1971) amply indicated, the authority of professional has become so specialized, and hence fragmented, that consensual decision making on the basis of aggregate expertise is no longer practical if it is even possible. The result has been a "federation of professionals."

In the large, complex university of today, new governance models were needed to guide the necessary integration of so many specialized units. The participative model (Henderson, 1970) sought integration through involving all constituencies in a rational process of shared decision making. Rejecting the inadequacy of such a purely rational model, Baldridge (1971b) developed a political model which accounted more adequately for the lack of consensus, the dissent, and the struggle for power in the university. The former model perhaps reflected the humanistic stream of thought in governance literature, while the political model reflected some new assumptions with respect to an altered basis for authority for decision making on campus.

Evolution of the Role of the Board

Perkins (1973) reviewed the evolution of the role of the board, which at times was linked to the evolution of institutional missions, and identified the essential conflict between the various roles the board is called on to perform. The following description was taken nearly verbatim from Perkins (1973:203-214) as explanation of that development.

Agent of the church or state

In its earliest role as agent of the church or state, the board reflected the notion that legitimacy must be conferred by an outside body. The faculty, as an expert group, reflected the alternative historical idea that legitimacy was inherent. Herein is the root of much of the current conflict about who can speak for the university, and who may make its decisions. Both the faculty and the administration and board have each claimed to have a legitimate voice but each have appealed to a different concept of legitimacy.

Historically, a delicate etiquette has been maintained in which board approval of strictly educational matters has been largely pro forma; however, recent demands that the board exercise its jurisdictional authority has led to a violation of that etiquette and the latent conflict has become overt.

Bridge between the university and community

The assumption, by the university, of research and public service functions, meant that the university needed to develop active involvement with other institutions of society. Accordingly, boards adopted a second role of bridge between the university and community. Boards were increasingly representing the university's interests to society as well as society's interest to the university. In the role of "bridge" boards were presumed to be neutral, but the current strains between conflicting internal and external demands attests the inability of boards to maintain that neutrality, at least in the eyes of those they allegedly represented. Although expansion to include this role of bridge helped solve some dilemmas of how the board could function as an agent of the state *within* an autonomous institution, it increased the vulnerability of their position by expanding their "constituency" to include the members of the university community whose interests they were now expected to articulate with clarity and conviction to the outside.

Agent of the university community

In the performance of a third role, namely, agent of the university community, the board has had to act as a court of last resort for the university's internal constituencies. Boards have moved from being the supreme legal authority in principle to being that in fact. This resort to legal authority has often been in conflict with the evident desire of the university community to embrace the democratic tenets of representation and participation, and authority based on consensus.

The present role conflict experienced by trustees may also be understood in terms of differing orientations toward the way a board may function. Donimiguez (1973) distinguished two types as boards of overseers (review boards) and boards of control (governing boards). Konrad (1975:8) identified the former with the "traditional role of trustees" and with Perkins (1973:203) role of "agent of its creator." In contrasting the two orientations, Konrad (1975:8-9) explained that:

> The traditional role of trustees in postsecondary education was to review and approve. In such a tradition it seemed proper to isolate external from internal affairs and to refer to faculty involvement in board matters as a conflict of interest. . . .
>
> While many boards continue to act as overseers, they also regard themselves as a part of the institution's governance structure. Governing boards participate in setting institutional policy, establishing operational rules and regulations,

> approving or rejecting program developments, and controlling fiscal and human resources.

Konrad (1975:9) further suggested that trustee (review) boards should be autonomous, but "to the extent that a board adopts the orientation of a governing agency, it should find ways to include . . . [institutional] representatives."

Specific role expectations

Quite apart from the foregoing literature, which has focused on the global roles of boards, many writers have identified basic duties or responsibilities of trustees. These responsibilities would likely be closer to role expectations (Lonsdale, 1964:150) than roles *per se*. Table 2.1 summarizes and compares the duties which have been listed by various authors. Included in Table 2.1 are works authored over a 15-year period and, in terms of the historical developments regarding board authority, come from a period when the basic pattern of authority distribution had already been set; however, as Table 2.1 indicates, some changes in the literature over this brief period support the changes in role discussed earlier.

Four areas were consistently included by authors: (a) responsibilities related to preservation of institutional purpose; (b) selection of the president--which nearly all cited as being the most important function of the board; (c) holding and overseeing the management of physical assets; and (d) oversight of acquisition and investment of funds. It is likely that factors which have recently emerged "in

Table 2.1 Comparison of Board Responsibilities

	Hughes (1951)	Burgess (1958)	NY State Regents (1966)	Henderson (1967)	Wicke (1969)	Herron (1969)	Rauh (1969)	Heilbron (1973)	Carnegie (1973)	AGB (1976)
1. Hold the Charter						*	*		*	
2. Institutional Purpose										
2.1. Keep the institution pursuing its stated purpose			*		*	*	*	*	*	*
2.2. Assure continuing quality of education			*		*				*	
2.3. Declare principel objectives/policies/goals of the institution		*		*				*		
3. Personnel										
3.1. Selection of president	*	*	*	*	*	*	*	*	*	*
3.2. Participation in selection of officers in line to succeed the President.		*								
3.3. Contract with/dismiss faculty						*				
3.4. Provide reasonable tenure rules & supervise their administration								*	*	
3.5. Develop a position re: collective bargaining								*	*	
3.6. Allow faculty necessary freedom										*
3.7. Establish communications with students and/or appropriate relationships								*		*
4. Planned Change										
4.1. To be agents of constructive change/development.			*		*		*	*	*	*
5. Assets										
5.1. To hold the assets	*	*		*	*	*	*		*	*
5.2. Oversee the management of facilities		*	*	*		*				*
6. Bridge Between Institution and Society			*							*
6.1. To promote understanding & cooperation									*	
6.2. Protect institution from attacks on its function				*				*	*	
6.3. Develop relationships with government								*		
7. Finance										
7.1. Oversee acquisition and investment of funds			*		*	*	*	*	*	*
7.2. Authorize budget, budget changes	*			*						
8. Policy										
8.1. To formulate policy for all areas	*				*	*				*

Table 2.1 Comparison of Board Responsibilities Cont'd.

	Hughes (1951)	Burgess (1958)	NY State Regents (1966)	Henderson (1967)	Wicke (1969)	Herron (1969)	Rauh (1969)	Heilbron (1973)	Carnegie (1973)	AGB (1976)
9. Board Functioning										
9.1. To improve the quality of Board functioning				*						*
9.2. Assure their own integrity of competence					*				*	*
10. Governance										
10.1. To provide for governance						*			*	
10.2. Ensure emergencies can be handled effectively									*	
11. Court of Final Appeal / Last Resort	*				*	*	*		*	*

print" do not always reflect new role expectations, but rather the development of a need to make them explicit. In this category one can notice recent emphases in Table 2.1: (a) tenure provisions; (b) a stance on collective bargaining; (c) acting as a bridge between society and the institution; (d) internal board functioning; (e) providing for governance; and, (f) acting as a court of final appeal.

Summary

Roles and role expectations for boards have changed. Following on the heels of changes which have been focused on a redistribution of authority on campus, the literature on board roles reflects a movement away from the notion of trusteeship, or acting as a review board--an agent of the creator of the board. Rather than a simple exchange of roles, however, boards have typically acquired new roles, some of which conflict with the historical function of trusteeship. Newer roles have included the articulation and defense of institutional purpose vis a vis society, and a change from being a court of final appeal in principle, to being that in fact. These latter roles have involved boards in the governance of their institutions. A central conflict appears to be centered on membership composition of boards: if they function as trustees (review boards) they should likely be autonomous bodies with external, lay membership. If they move into the governance role, it is difficult to defend the exclusion of constituent campus groups from membership on the board.

Clearly, trustee boards face what appear to be almost insurmountable odds in coming to terms with structures and processes of university decision making. The Carnegie Commission (1973:2) forecasted a new period in governance marked by "continuing conflict" rather than consensus. Their weakly expressed hope was for a new consensus to emerge after a "substantial restructuring." Their resolution was:

> It is more important for the board to provide for effective governance than, as it once did, for it to govern; it should spend more time on governance and less time on governing than it has historically (Carnegie Commission, 1973:36).

At the conclusion of their report on governance in higher education, the Carnegie Commission (1973:77-78) alluded to perhaps a more fundamental source of the problem than structural concerns:

> A consensus over governance depends, in part, on a consensus about purposes. . . . The location of authority on campus . . . is not so crucial an issue when there is agreement about purposes as when there is not. Firmness of purposes is a strong foundation for governance . . . Thus what happens to governance depends heavily on what happens about purposes.

Board Membership Composition and Organization

Much of the sparse research and other literature on trustee boards in postsecondary education has been focused on issues related to the membership composition of those boards (Paltridge, et al., 1973:3). Martorana (1963:35) and Rauh (1969b:163), however, recognized the relatively few definitive studies even in this area. The research on board membership factors can be referenced by three key studies conducted in the U.S.A. First, Beck, (1947) provided the first basic description of the economic and social composition of the governing boards of 30 leading universities. Beck's (1947) survey of previous literature on the topic revealed only three intensive investigations, and five unpublished, abbreviated studies, all of which were devoted only to occupational analyses. Second, Rauh (1959) conducted 50 extensive interviews as the basis for his book, College and University Trusteeship. Third, in the fall of 1967, the Educational Testing Service joined with Morton Rauh in a large-scale survey of college and university trustees (Hartnett, 1969:3) which was subsequently reported by Hartnett (1969) and Rauh (1969). This study, conducted primarily under the leadership of Hartnett, appears to be the first descriptive national survey in the U.S. of trustee backgrounds, roles and educational attitudes.

In Canada, descriptive research of comparable national scope has been conducted by the Association of Universities and Colleges of Canada (AUCC) on its member institutions by Houwing and Michaud (1972) and Houwing and Kristjanson (1975); however, these analyses were restricted to the composition of governing boards and senates, and did not include roles and educational attitudes, as did Hartnett (1969) and Rauh (1969) in the U.S.A.

The purpose of the following review is to identify trends, wherever possible, for various issues related to board membership and organization. In addition to the above sources several others were used as referenced below. One study, by Konrad (1977) was cited for its value as the only other Canadian study which was focused on nearly identical issues to the present study in the organizational setting of Canadian community colleges. Learned opinions have infrequently been included where they were judged to contribute to the discussion, but no effort was made to comprehensively identify the range or nature of opinions of writers on board composition and organization. The following topics were included: board member characteristics of age, education, sex, occupation, political ideology, residence, income, experience on boards, and knowledge of literature in higher education; board size; membership; method of selection; length of term; length of service; committee structure; and, openness and frequency of meetings.

Board member characteristics

Age. Beck (1947:85) found that 47 percent of trustees in his sample were over 60 years of age: 18 percent were over 70. Twenty-two percent were under 50 years and only four percent under 40 years of age. The mean and median age was 67 years. Hartnett (1969) reported 36 and nine percent respectively for those over 60 and 70 years of age. By comparison, Konrad (1977:67) indicated that only 10 percent of board members in his sample of Canadian community colleges were over 60 years of age. The modal age category was 40-49 (35%). The limited evidence suggests a tendency toward a lower mean age for board members. Rauh (1970:208-209), reflecting on the effort to alter the skewed age distribution, commented:

> There is something almost pathetic in the current rush toward opening board membership to the youngest person available . . . . To redress this situation [of skewed age distribution] by picking one or two trustees in, or just out of, school is tokenism in its most foolish form. . . .
>
> A more significant flaw in this move to youth is that it obscures the major problem of board composition, which is the lack of diversity. Age is but one measure of diversity.

Education. Ninety percent of trustees in Beck's (1947) study were former college students, with nine percent having earned doctorates, while Hartnett (1969) reported 97 percent with similar educational experience--35 percent had either a doctorate or a professional degree. In Canadian community colleges, 24 percent of trustees had a doctorate, and 87 percent had some postsecondary education (Konrad, 1977). If there is a trend, it appears to be in the direction of increased formal education acquired by trustees.

Sex. For Beck (1947) women comprised less than five percent of the sample. In 1969 Hartnett reported that 13 percent of his total sample were women although there was variation by institution, with private universities having the lowest (8%) and catholic universities and colleges having the highest (20%) percentage of women on boards. In

Canada, Houwing and Kristjanson (1975) documented the trend: between 1965 and 1970 the boards without female representation dropped from 29 to 19, while in 1975 the number without women was 10 (15.9%). They added:

> Even when women are represented, their number is mostly not very large: it does not exceed 10% on 19 boards [out of 61] . . . it lies between 11% and 20% on 26 boards . . . and between 21% and 30% on four boards. . . . Only two boards . . . have a female majority of between 51% and 70% of their total membership. (Houwing and Kristjanson, 1975:15)

In Canadian community colleges the mean percentage of women on boards was 26; however, there were substantial interprovincial differences (Konrad, 1977). The trend clearly seems to be in the direction of a slowly increasing representation by women.

Occupation. This feature is one which has received the most attention, as well as calls for increased variety (Duff and Berdahl, 1966:19). Since Beck's (1947) study, the evidence has suggested a marked imbalance of trustees from business and finance backgrounds in relation to their distribution in the population. This tendency has been more pronounced in private, than in public colleges (Beck, 1947; Hartnett, 1969). There appeared to be substantial agreement about the lack of change in the business-finance occupational predominance on boards since Beck's (1947) work.

There has been a definite decline in the clergy component on boards, even in church-related colleges (Wicke, 1964:25). This group has historically held a monopoly on Board positions, if not complete control (Martorana, 1963:7). By the middle of the 19th century, the presence of clergy as a predominant group on trustee boards had begun to decline (Henry, 1969:12). By 1860, McGrath (1936) reported that clergy represented 39 percent of trustees in private colleges and universities, which further declined to seven percent by 1930 (Beck, 1947:9). Beck (1947) found that clergy represented less than seven percent in his study, while Rauh (1969) reported that the mean number of clergy on all boards was at 10.7 percent. Other research reviewed by Beck (1947:11) supported the general decline of clergy on boards of church-related colleges. Houwing and Michaud (1972) identified a decline in Canada over 1965-1970 from 17 to 13 percent of clergy on university and college boards.

Political ideology. Although Beck (1947) found trustees to be "generally conservative," Hartnett's (1969) study reported 21 percent who identified themselves as conservative, 61 percent as moderate, and 15 percent as liberal. The respective percentages in Konrad's (1977) study of community college trustees were 11, 43, and 47, which no doubt reflected the different nature and missions of such colleges. Because of current constraints on boards, it is difficult to project a trend: it could move in a more liberal direction as the surveys above suggest, or could reverse under the pressure of increased constraints.

Residence. Rauh (1969:103) noted that "most colleges still draw their trustees from near campus . . . however, the private universities and selective [in terms of admissions] private institutions show a greater geographic spread." Houwing and Kristjanson (1975) indicated that of the 1396 members serving on 57 boards in their Canadian survey, 1304 (93.4%) were provincial residents, 86 (6.2%) resided in other Canadian provinces, while 6 (0.4%) were foreign residents. Reflective of the Canadian community college orientation, 70 percent of the board members resided within 15 miles of the college city, and 56 percent from the city itself (Konrad, 1977).

Income. Beck (1947:182-186) found the mean net taxable income for board members to be $102,000 and a median of $53,000. There was a marked discrepancy between business and professional members, whose respective median incomes were $74,000 and $28,000. Hartnett (1969) reported more than 50 percent of trustees had incomes of at least $30,000. The modal category, however, was the $50,000 - 99,000 range. By comparison, the modal category for community college trustees was $20,000 - 29,000. Inferences about trends in income would be significantly distorted at best, and impossible at worst due to inflationary and cost of living factors; however, the above data suggest that at least the median salary appears to be decreasing for university boards.

Experience on boards. Hartnett (1969) found that only 15 percent of his trustees had served on one or more college boards over and above the one for which they had been surveyed. Konrad (1977) reported only eight percent with similar experience; however, 46 percent had experience on various types of boards other than postsecondary educational institutions. Twenty-two percent had no experience on any type of board.

Knowledge of higher education literature. As Hartnett (1969:42) described them, trustees as a group ". . . are barely familiar with the major books and periodicals of relevance to American higher education." Konrad (1977:2) concluded that ". . . whatever else trustees do, they do not devote much attention to the major books and periodicals relevant to postsecondary education."

Summary. The discernable trends in characteristics of board members appear to be decreasing age, increasing formal education, increasing percentage of women, decline in the presence of clergy, declining median salary, and perhaps a movement toward more liberal political ideology. These trends should be considered as the most tentative of hypotheses because of the lack of replications of the baseline data and the difficulty of comparison between studies. In addition to the above trends, board members may also be characterized generally as living near institutions they govern, earning incomes substantially above the national mean, lacking experience on boards apart from their present positions, and barely familiar with relevant literature on postsecondary education.

Board Size

Two issues appear to be dominant in the literature on board size: representativeness and manageability (Sadighian, 1975:78). Writers who have adopted normative stances on size are often polarized on these two issues, with those favoring representativeness currently in a majority. Be that as it may, actual surveys of board size would suggest that, for whatever reasons, board representativeness has not been a major determinant so far.

The range in size of boards has been identified as three to more than 100 (Sadighian, 1975:78). Rauh (1969) however, documented that public four-year colleges had a median size of nine members, but the median size for private colleges was three times larger. Paltridge, et al. (1973:16-18) reported a 1971 survey by the Education Commission of the States which found that the average size of board for all four-year public institutions or systems in the U.S. was 10. In their own study of 20 university boards, Paltridge, et al. (1973) found that only two increased in size over an eight year interval. In Canada, Houwing and Kristjanson (1975) reported that 24 percent of boards had 1-15 members, 37 percent had 16-25 members, 29 percent had 26-40 members, and 11 percent had 41-60 members. Furthermore, they noted that larger boards were in the Atlantic region, and the smaller boards were in the West. Interestingly, the modal category of 16-25 in the Houwing and Kristjanson data was the range recommended by the Duff-Berdahl report (1966) on university government in Canada. The community college boards surveyed by Konrad (1977) tended to be smaller than other colleges and universities in Canada, with 50 percent in the 6-11 range.

If boards assume more of a governing role, and likely take a more representational character, as they appear to be, the trend could be toward larger boards, although this cannot be inferred from the surveys to date.

Membership

As reviewed earlier, there has been a clear trend over the history of governance in the U.S. and Canada to extend membership to various constituent groups within and outside the university. Recent opinions vary as to whether faculty, students and alumni should be allowed to sit on governing boards. Hetzel (1970) agreed that alumni should have the right to membership but not faculty and students. Martorana's (1963) "ideal" board was completely lay (with a professional staff), but he conceded that if changes were to be made he would recommend the addition of faculty and the president. Duff and Berdahl (1966) supported the inclusion of alumni and faculty, but not students. The Carnegie Commission (1973) only opposed faculty and students serving on boards of institutions in which they were employed/studying. Rauh (1973) on the other hand, preferred involving students and faculty in decision making but not on governing boards.

The general trend in the studies which follow was for faculty and students to increase their representation on boards, usually at the expense of alumni and lay representatives. According to Paltridge, et al. (1973:16), the lay board still had an extensive hold in the U.S., where of all public four-year colleges and universities (n=164), 118 (72%) were exclusively lay boards, only 19 (12%) of all boards required members from internal constituencies of the institution, and 65 (40%) required external constituencies to be represented in their membership. In Rauh's (1969:102-103) study, "about half of the private colleges extend to their alumni the right to fill by election some number of seats on the board." Rauh further found that 45 percent of all trustees held degrees from the institution they served, and in selective private universities and colleges the percentage jumped to 77. Houwing and Kristjanson (1975:8-9) commented on the trends in Canadian college and university boards:

> In the previous AUCC study which covered the years 1965 and 1970 . . . certain trends were remarked upon. The present study seems to confirm some of them. Students who were not represented on any board in 1965 and formed 4% of the membership in 1970, have strengthened their position and 8% of the total board membership now consists of students. The position of alumni and lay members together, on the other hand, has

> deteriorated further: from 84% of the membership in 1965 and 72% in 1970 they are now down to 65%. The growth between 1965 and 1970 of the percentage of boards on which other administrators, faculty and students serve, has continued. For the three years in question - 1965, 1970 and 1975 - the percentage of boards with other administrators has gone up from 29% to 36% and now to 44%; for boards with faculty members the figures are 32% to 73% to 92% and for those with student members zero to 47% to 78%.

Method of Selection

After surveying the literature on the topic, Sadighian (1975:76) concluded there were four basic modes of selection to the board: election, appointment, co-optation, and ex-officio. There was a discernable difference in the methods favored in various types of institutions. Hartnett (1969:186-187) noted that in public institutions appointment by the state governor was typical, except for junior colleges where popular election prevailed: while private colleges favored self-selection, this was "by no means universal." Paltridge, *et al*. (1973) and Sadighian (1975) agreed with this finding. Wick (1964:23) agreed with the observation by Martorana (1963:31) that "in many church-related institutions, the trustees are elected from candidates nominated by the church body or subgroup." In Canada, Houwing and Kristjanson (1975:7) reported for 1975:

> Information on the number of boards to which the various nominating bodies are entitled to name members . . . [revealed that] 62% of all boards have members nominated by students, between 56% and 60% members named by each of the groups government, boards, alumni and others; 51% faculty nominees, 40% senate nominees, and only 14% church nominees. . . .

Another way of looking at nominating bodies is to

> see how many members each of them nominates. . . . Boards themselves nominate the largest group of members - 26% of the total. Governments are in second place with 15% of the total, followed by the group others (11%) and alumni (10%); minor percentages (5%-7%) are nominated by senates, faculty, students and the church. Ex officio members form 13% of the total membership.

No trends were readily apparent. Based on the expansion of membership to faculty and students, one might expect to find an increasing number of constituencies who may elect members to boards in publically-supported institutions.

Length of Term

Rauh (1969:72) identified length of term of office as the most controversial of all the aspects of the board's formal organization. In the U.S.A., the median length of term in non-Catholic, church-related colleges was three years, compared with six years in public four-year institutions. (Rauh, 1969). Rauh (1969:74) concluded that ". . . trustee opinion seems to be that it takes about three years before a trustee can reach optimum usefulness." Konrad's (1977) community college trustees, of whom 63 percent had one year terms, generally expressed a preference for longer terms. In Canadian universities and colleges, Houwing and Kristjanson (1975:10) found that:

> Excepting students for the moment, most boards have the same term of office for their various categories of members: of the 41 boards in this group, 33 [80%] have three-year terms, four [10%] have one or two-year terms, and another four have four or six-year terms. On the other 22 boards, various categories of members . . . serve for different terms and no general pattern is discernible. As to student members, if any, their term is more often than not limited to one or,

less commonly, two years.

Most writers were disenclined to favor lengthy terms, none of those surveyed favored life appointments, and the central tension appeared to exist between the need to indefinitely retain useful trustees and to get rid of unproductive ones as soon as possible. Zwingle (1970) set a maximum of 10 years.

Length of Service

With a generally adopted term of three years, how long do trustees actually serve? Rauh (1969) reported the average length of service ranged from four to eight years, while 20 percent served more than 12 years. In contrast, Konrad (1977) reported that for Canadian community college trustees, 82 percent served less than three years and only four percent served eight years of more.

Committee Structure

In order to offset the extremes of large or small board size, most boards have adopted a committee structure (Sadighian, 1975:79). Corson (1960) identified three common standing committees: investment; budgetary matters; and, physical facilities. Hughes (1951) identified a fourth, a committee on education and faculty, but found no general trend toward unified patterns. Sadighian (1975:80) noted that most boards established an executive committee which acted for the board between meetings. Rauh (1969) advocated abolishing standing committees altogether, believing that ad hoc committees could be struck for specific tasks, and do just as good a job while avoiding the disadvantages of the standing committee practice. Frantzreb (1970) outlined a committee structure for the board which would parallel institutional committees--a plan recommended by others as well.

Openness and Frequency of Meetings

The frequency of meetings for boards varies considerably. Generally, "the larger the size of the board, the fewer the frequency of meetings" (Sadighian, 1975:81). Hartnett (1969) found that the median number of meetings was three or four, with about one-third of the trustees attending five or more. Hartnett (1969) went on to suggest that four meetings per year was probably a minimum number in order to keep in touch. Sadighian (1975) noted that while publically controlled universities met a mean of nine times a year, most private institutions met only once or twice a year. Martorana (1963) found the average required number of meetings was four. Rauh (1969:237) warned, however, that "the board that meets once a month is more likely to deal with details than one that meets only three times a year." In Canadian colleges and universities, Houwing and Kristjanson (1975) recorded out of 60 institutions reporting, that five (8.3%) had less than four yearly meetings, 16 (26.7%) had between four and six meetings, 10 (16.7%) had between seven and nine meetings, 28 (46.7%) had between ten and twelve, and one board had 20 meetings in the year.

Openness of meetings seemed to be more common in public institutions. Rauh (1969) found that 89 percent of public institutions had their meetings open, while only 25 percent of private colleges and universities allowed outsiders to sit in. Rauh (1970) later expressed the view that open meetings were essential, assuming the right of executive session for privileged matters. Houwing and Kristjanson (1975) reported a different situation in Canada, where in public institutions, 39 of 61 (64%) were closed to outsiders, and some of the other 22 who adhered to the open meeting principle had restrictions in practice.

Literature on the Bible College

Published literature and research on the Bible college is very insubstantial, while literature on the governance of such colleges is virtually nonexistent. In addition, much of the published material, and thesis research on Canadian theological education is historical in focus. Following a brief review of the issue of the lack of literature, this section summarizes literature specifically devoted to the Bible college, and concludes with a review of literature related to the governance of Bible and theological colleges.

Absence of Literature

Published literature and research on the Bible college is very sparse. Apart from material produced by the only accrediting body in North America for such colleges, the American Association of Bible Colleges (AABC), nearly all academic investigation has taken place in unpublished masters and doctoral theses. In documenting the history of the Bible college, Witmer (1970:15) observed:

> Why so little has been written on this movement is difficult to explain. Educators inside and outside the movement have become aware that here is a lapse in the field of educational literature.

Though not formally involved in Bible colleges himself, Gaebelein (1959:223) believed that:

> Here is a story that needs telling, a chapter in the history of education that ought to be widely circulated. For it is not generally recognized that within the last six or seven decades a new and distinct form of education has been quietly and steadily developing in our country. Yet it is a fact that, since the 1880's, there have been founded in this country nearly 200 Bible institutes and colleges. . . . Almost ignored in the histories of education, they have become, in their own right, a distinctive educational genre.

Harris (1971), in his bibliography of higher education in Canada, reported only one study by Boon (1950) on the Bible college. It will be reviewed in greater detail below. Bibliographies subsequent to 1971, printed in the Canadian Journal of Higher Education, revealed no further studies addressed to the Bible college.

There are hints in the literature as to why this neglect might have occurred. First, research on postsecondary theological education has been confined almost exclusively to seminary education. In his survey of 23 Canadian theological seminaries, Fielding (1966:230) indicated that Bible colleges were teaching at a level below university, and were excluded from his study. Harris (1976:262), in his definitive history of higher education in Canada, 1663-1960, made only one passing reference to a Bible college, describing it as ". . . an institution of a very different type [than a seminary] . . . ." It has been the writer's experience that many people who are unfamiliar with the developments in the field of formal, undergraduate, biblical education consider it to be conducted at a sub-college or sub-university level, and at most it might be considered adult continuing education. While this would be accurate for some of the organizations labelling themselves as Bible schools or institutes, it is a myth that a growing number of religious educators are attempting to dispell. Thus, it is conceivable that inattention to the Bible college has been due to a belief that it is not operating on a postsecondary level, and therefore is not a legitimate inclusion in studies of professional training for church-related vocations. Witmer (1970:16) identified a second explanation by suggesting that Bible college educators ". . . have been too preoccupied with their mission of preparing students for world-wide ministries to give much time to describing themselves or analyzing their practices." This assertion would be supplemented by a recognition of the financial constraints on such colleges, all of which are privately funded (except for government assistance directly to students). In October 1977, the Annual Report of the American Association of Bible Colleges reported an average current income for the 61 accredited colleges of $1,472,502.00. This income would be required to maintain an educational program and support services for a mean number of 418 full-time-equivalent students and 23.8 faculty members per institution. It is evident that such a budget would require faculty and administration to focus primary attention on instructional goals at the expense of others. Time devoted to research and publishing have been restricted by the absence of adequate funding as well as heavy time demands on the instructional staff.

The Bible college is not alone in being ignored in research. Nearly all investigations of church-sponsored education in the United States were specifically delimited to liberal arts education. In a major study, Church sponsored higher education, sponsored by the American Council on Education, authors Pattillo and MacKenzie (1966:18) clarified that "schools engaged exclusively in the preparation of ministers, priests, or other church workers are omitted . . . ." Pace (1972) authored a work under the auspices of the Carnegie Commission on Higher Education which was subtitled "A profile of protestant colleges;" however, he meant liberal arts colleges. In an important Canadian work, Masters (1966:6-7) included theological schools which were, in his judgment, just as much "church colleges," but developed independently of any association with church-related liberal arts colleges. Masters' work is, without doubt, an exception to the focus of other studies of church-sponsored, or church-related education.

It was Witmer's (1970:16) belief in 1962 that the Bible college movement was finally "breaking into print." However, his own survey of literature included only two master's theses (Reed, 1947; and Reynhout, 1947), one doctoral dissertation (Boon, 1950), one special magazine issue, Christian Life (Vol. 21, No. 2, 1959), one chapter in the book, Christian education in a democracy (Gaebelein, 1951), and a number of pamphlets and leaflets. It appears to the present writer that much of the attention devoted to the Bible college in the literature occurred around the period when the AABC was formed in 1947. At that time there was considerable concern about the articulation of the Bible college with other educational institutions and government. The intervening years witnessed solitary efforts, but no sizeable increase in attention to this sector of postsecondary education.

Two studies were conducted in the 1960's, but the seventh decade of the century appears to be witnessing the most growth of interest in the Bible college as a field of study. Martin (1962) researched the history of the Canadian Bible College, Regina, Saskatchewan for her master's thesis. Doerksen (1968) completed a doctoral dissertation which focused on the history, philiosophy and development of the Mennonite Brethren Bible College and College of Arts in Winnipeg, Manitoba. Peters (1970) published her master's thesis which investigated the contribution of the Pentecostal Assemblies to education in Canada. The work is largely narrative and historical in focus, discussing the various Bible institutes, their founders, faculty, philosophy and the denominational politics in maintaining them as centres for training church workers. Oke (1972) studied catalogues of Bible colleges and institutes in Western Canada, and followed this with a survey in an effort to develop a philosophy of Bible college education. Much of his literature review is devoted to the sociological, historical and political environment of the Bible college movement rather than to the Bible college itself. One of the problems with Oke's (1972) work is that he appeared to treat all institutions surveyed as a homogeneous unit; however, the present writer is aware of widely divergent philosophies of education among the colleges Oke surveyed. Further, Oke's conclusions did not appear to reflect the diversity among Western Canadian Bible colleges and institutes.

There are currently at least three doctoral dissertations in progress, or recently completed, addressing the Canadian Bible college scene. At the University of Alberta, Weinhauer (1979) investigated institutional environment and college articulation with that environment.

A second was completed at the University of Calgary (Gazard, 1980), and was devoted to the problem of academic recognition of Bible college programs in Canada (i.e. transfer of credit and "accreditation"). The third, being completed out of the University of Oregon, is focused on the financing of Bible college education in Canada. All three of these are being completed in Departments of Educational Administration, and perhaps herein lies the major source of current interest in Bible college research. As administrators of such colleges seek further academic training in administration, it is reasonable to expect that the institutional focus of their research will be the Bible college. As the Bible college movement continues to upgrade its performance and image, increasing research can be expected to be devoted to it.

The Bible College Defined

Variations within the Bible college movement are much more heterogeneous than the public image appears to convey. Institutional labels have undoubtedly complicated attempts to classify such schools. The terms "Bible school," "Bible institute," and "Bible college," have been used to describe schools which are very similar. On the other hand, the term "Bible college" alone can encompass many qualitatively different institutions. In the interest of clarifying the terminology, Boon (1950:8-9) distinguished between institutions on the basis of whether or not they had degree-granting authority in their charters of incorporation from provincial or state governments. Witmer (1954:113) offered an expanded version of Boon's distinction:

> The term "Bible institute" applies to many types of institutions from short-term evening schools for laymen to well-established day schools operating on the college level. However, the term usually applies to a highly specialized school that gives little place to general education and whose programs lead to diplomas rather than to degrees. The term "Bible college," on the other hand, is coming to be used increasingly to denote a college-level institution offering Biblical education leading to baccalaureate degrees.

Of the many Bible institutes and colleges in North American, comparatively few have taken steps to have their programs accredited by an external evaluating and monitoring body.

It is possible to identify four major groupings of institutions offering formal biblical education. First, accredited Bible colleges offer degree programs which have been externally validated by an agency performing an accrediting function. Second, unaccredited Bible colleges offer degree programs which in many respects may parallel those of accredited colleges, however, they lack accreditation. Third, Bible institutes offer programs which culminate in the awarding of a diploma rather than a degree. In addition, such institutions generally offer a minimal number, if any, of general or liberal arts courses, their faculty do not have as much formal academic training, and their library resources are minimal. Fourth, there are programs of biblical education which are probably best described as sub-college, adult continuing education programs, since they are short-term, or evening schools, with limited curriculum and faculty. This taxonomy differs from that offered by Witmer (1951:158) and Boon (1950) by distinguishing between accredited and unaccredited Bible colleges.

In summary, the AABC defines Bible college education as ". . . education of college level whose distinctive function is to prepare students for Christian ministries or church vocations through a program of Biblical, general and professional studies" (AABC Manual, 1975:9).

Governance in Bible Colleges

What literature there is on governance in Bible colleges is nearly 25 years old. Byrne (1952) in a predominantly descriptive study of administrative practices in selected Bible institutes, arrived at his major conclusion of a need for clearly drawn lines of responsibility among officers of the administration. Byrne's (1952) study was the only one related to Bible college administration in a comprehensive annotated bibliography of administration in higher education prepared by Crosby and Hollis (1960). The bibliography comprehensively reviewed several thousand entries in the period from 1950-59. Boon (1950:69-70) surveyed 49 Bible institutes and colleges and found the following features to exist:

> Thirty-one institutions elected their own controling body. Four institutions indicated that the trustees

> were self-perpetuating but were not from one particular denomination.
>
> Eleven institutions reported that all their trustees were elected by the church body which controlled their school. Two institutions replied that some trustees were elected by the church control body and some were elected by the institution. . . .
>
> The customary procedure seems to be for the president of the institution to be a member of the board of trustees as the only representative from the faculty. . . . But to this practise there are many exceptions. The presidents of some institutions are also the presidents of their board of trustees, and in several cases faculty members are also members of the board of trustees.

Since Boon (1950) was comparing Bible college development to that of the seminary, he included a few statistics related to governance in seminaries from a report by May (1934). May found the average age of seminary board members was 57. The percentage of women on boards was small: from 50 seminaries surveyed, only three had women represented at all. On the whole, the clergy represented almost 50 percent of board members, which varied by denomination, some of which required exclusively clergy and church leaders. There were also more bankers than educators: the latter had the lowest representation of any specific group (Boon, 1950:123). It was Boon's (1950:124) conclusion that:-

> It would appear . . . that the theological seminary requires a more careful selection of board members from respective denominations than does the Bible institute. The Bible institute . . . in general seems to be more concerned about a conservative theological position than about actual membership in a particular denomination.

In the absence of literature on Bible college governance, an effort was made to find published material on seminary governance; however, it appears to be equally sparce. One study by Niebuhr, Williams and Gustafson (1957) did not offer much hope of gaining specific comparative data. In their study of American and Canadian seminaries, they reported that "the patterns of administration to be found in the seminaries are so various, so much the product of their individual histories, that no help toward understanding them, their successes, and failures can be gained from efforts to classify them: (Niebuhr, et al., 1957:42-43). Four styles of governing board selection were identified:

> . . .1) boards elected by national denominational bodies; 2) boards elected by regional church groups, such as dioceses, synods, presbyteries, associations, et cetera; 3) self-perpetuating boards; and 4) boards representing a number of organizations, such as educational societies, alumni, denominational educational commissions, et cetera (Niebuhr, et al., 1957:43).

It was the conclusion of Niebuhr, et al., (1957:43) that on the whole, classifying boards by mode of selection was of little assistance in analyzing problems of administration. In looking at the polity of denominations with which seminaries were affiliated, Niebuhr, et al. (1957:43) concluded that "the constitutional patterns of the churches . . . are often irrelevant to their governmental arrangements for the schools."

Finally it can be noted that the AABC has prepared a guidebook for board members in its member colleges. This guidebook is very general and at best is a cursory introduction to board responsibilities.

Summary

The following observations may be made regarding the published information on Bible colleges: (a) the literature is very insubstantial and generally written in the 1950s; (b) there is wide variation in the types of institutions and the nomenclature applied to them, but a major division can be made between those which offer accredited degree programs and those who do not; and, (c) literature of Bible college governance is virtually nonexistent, and what there is focuses on board composition and selection.

CHAPTER THREE

ANALYTICAL FRAMEWORK

In the previous chapter, three major streams of literature which were concerned with boards of trustees in postsecondary education were identified: the authority of boards of trustees; the role of the trustees; and, board membership composition and organization. Each of these foci was explicated in an evolutionary fashion, tracing the respective historical developments. Each area can be logically linked to the role of trustees in governance, and to varying degrees, the respective relationships are discussed in the literature; however, there has been no effort to theoretically link the three avenues of investigation into a single conceptual framework. If they interact at all no effort has been made to systematically formulate and test hypotheses which would explain the interrelationships. Rather than attempt such a theoretical linkage in the present study, the three areas were investigated independently.

Central to the present study is the dimension of time. The approach to the literature, as well as the designing of methodology, in this study was governed by an interest in documenting the critical historical developments in the governance of postsecondary institutions with an effort being made to discover trends in the role of the board of trustees in institutional governance.

Summarized below are the historical trends and features identified in the literature. When there were insufficient data to assess trends, descriptive information was included to serve the function of baseline data. The end product represents a model of the development of the role of trustee boards in institutional governance against which the data of the present study were evaluated in order to assess similarities and differences in development, and ultimately the utility of the framework in a Bible college setting.

Board Authority

Two issues that emerged from the literature on board authority were first, the distribution of authority, or how widely it was shared, and second, the legitimization of authority.

Distribution of Authority

1. There has been a clear trend toward increased sharing of authority in campus governance.
2. The trend has moved from trustees exclusively to include presidents and administrators, then to faculty, and most recently to students.
3. This trend has been observed primarily in areas of academic decision making.

Legitimization of Authority

1. Historically there was nearly complete reliance upon and acceptance of the formal, or legal, authority of the board; however, there was a latent functional

authority base.

2. Although faculty have likely always had some form of input into decision making in academic areas, gradually the legitimacy of relying almost exclusively on their expertise was formalized, and a functional authority base co-existed with the board's legal authority. In Canadian universities this was achieved considerably earlier than in the U.S.A. with the implementation of the board-senate structure.

3. The most recent basis for authority has been described as "organizational citizenship." In other words, decision making is only legitimized to the extent that it includes every member of the organization either on a direct or representational basis.

4. Altered bases for authority have been added rather than substituted, and have thereby effected a crisis in authority, making it difficult to legitimize.

Board Roles

1. The traditional role of the board has been that of agent of the body (church or state) which created it, with a mandate to oversee and review activities on behalf of the creating body.

2. The evolution of board role has been such that new, conflicting roles have been assumed without paring away features of the older ones. The trend has been to gradually

acquire more of a governing, than a reviewing, role. In order of appearance, these new roles for university boards have been:

2.1. A "bridge" between the university and society, representing the needs and interests of each to the other; and,

2.2. A court of final appeal for internal disputes.

Within the global roles above, the literature identified several more specific role expectations for trustees.

3. Historically, trustees have had the following general responsibilities:

3.1. preservation and promotion of institutional mission(s);

3.2. selection of the president (considered by most writers to be the single most important function);

3.3. holding and overseeing the management of the physical assets;

3.4. oversight of acquisition and investment of funds.

4. With added roles, newer expectations have recently emerged:

4.1. ensuring tenure provisions for faculty;

4.2. taking a stance on, and being final authority in disputes over collective bargaining;

4.3. improved internal board functioning.

Board Membership Composition and Organization

There is indication in the literature of a relationship between changes in board authority and roles, on the one hand, and membership composition on the other.

1. The general trend has been in the direction of a broader representational base for members of the institution.

More specific trends and features have been noted regarding: board member characteristics of age, education, sex, occupation, political ideology, residence, income, experience on boards, and knowledge of literature in higher education; board size; membership; method of selection; length of term; length of service; committee structure; and, openness and frequency of meetings. The trends should be interpreted cautiously, since they are based on minimal data.

Regarding board member characteristics, the trends are:

2. decreasing age;
3. increasing formal education;
4. increasing percentage of women;
5. decline in the presence of clergy; and,
6. possibly a slight shift toward a more liberal political ideology.

In addition to the above trends, the available literature would also characterize board members as:

7. living near institutions they govern;

8. earning incomes substantially above the national mean;

9. lacking experience on boards apart from their present positions;

10. barely familiar with relevant literature on postsecondary education; and,

11. trustees in private colleges tend to hold degrees from the institution they serve..

Regarding board size, no trends were evident, however:

12. in Canadian universities, the modal size category was 16-25 members, while in private colleges in the U.S., the median size was 27.

Regarding membership on trustee boards:

13. exclusively lay boards are still very common in public institutions; however, there is a slight suggestion in Canadian statistics, that when faculty and student representation on boards increases (and this is occuring), it is at the expense of alumni and lay representatives.

Regarding the method of selection of trustees:

14. private colleges in the U.S. tend to favor self-selection by trustees, but it is by no means universal. In many church-related colleges trustees are elected from candidates nominated by the church body or subgroup.

Regarding the length of term:

15. The modal number of years appears to be three.

Regarding length of service:

16. the average length of service ranged from four to eight years.

Regarding committee structure:

17. Most boards have adopted some form of committee structure, usually including an executive committee.

Regarding frequency and openness of meetings:

18. Most data suggested a minimum to median number of meetings being three or four a year; however, there is indication that for private colleges this may drop to once or twice a year.

Trustee meetings in private colleges (as well as public universities and colleges in Canada) are generally closed to outsiders.

Summary

The foregoing statements are generalizations of trends and features of the role of boards of trustees in institutional governance. The trends reflect relatively long-range developments throughout history, while the descriptive features are generally characteristic of boards in the past five to ten years. These generalizations can be viewed as tentative building blocks of a developmental model of the trustee board role in governance.

CHAPTER FOUR

DESIGN OF THE STUDY

Based on the trends and features identified in the literature and summarized in the analytical framework, the present study was designed to initially describe, on relevant dimensions, the evolution of the role of the board of trustees in the governance of Canadian Bible College, and subsequently to compare this profile with the trends and features identified in the history of postsecondary educational systems generally, and in university organization in particular.

Major Study Questions

Questions Related to Board Authority

1. How has the Board distributed its authority in decision making over the history of the College?

    1.1. Is the distribution affected by the subject area of the decision, and by whether the issue is a policy-, administrative-, or working-level decision?

2. What are the perceptions of internal College constituents regarding the present distribution of authority in decision making?

    2.1. Do these perceptions vary by subject area and by decision level (i.e. policy-, administrative-, or working-level)?

3. To what extent is the current distribution of decision-making authority perceived as being legitimate by internal

College constituents?

3.1. Does the perceived legitimacy vary by decision subject area and by decision level?

4. What are the preferences of both internal and external constituents regarding the preferred distribution of authority in College decision making?

4.1. Do these preferences vary by subject area and decision level?

5. How does the developmental profile of authority distribution, and the perceived legitimacy of that distribution, at Canadian Bible College (CBC) compare with the similar evolution in North American universities?

Questions Related to Board Role

1. What has been the historic role(s) of the Board of the College, and have there been any changes over its history?

2. To what extent do internal and external College constituents view various board roles as being important for the Board of Canadian Bible College?

2.1. What is the perceived quality of past performance of the CBC Board for each of these roles?

3. How does the evolution of Board role(s) at CBC compare with the development in North American universities?

Questions Related to Board Composition and Functioning

1. What changes, if any, have occurred in the membership composition and functioning of the CBC Board over its history?

2. What are the preferences of both internal and external constituents of the College regarding the composition and functioning of the College Board?

3. What are the perceptions and preferences of the present Board members regarding the internal functioning of the Board?

4. How do the changes in the composition and organization of the CBC Board compare with features and trends in North American universities and colleges?

Nature of the Study

This research was a case study of a single board of trustees in a single college. As outlined in the analytical framework above, the study was further delimited by focusing on several critical aspects of the functioning, composition and selection of that Board over its history.

Definitions of case studies have usually suggested that they are in-depth investigations ". . . resulting in a complete, well-organized picture of that unit" (Issac and Mitchell, 1971:20) and are focused on the present. This no doubt springs, in part, from the disproportionate use of the case study in clinical research as the basis for diagnosis and solution of a particular personal problem (Mouly, 1970:347). There is the suggestion in the literature, however, that depending upon the purpose of the study, ". . . the scope of the study . . . may concentrate upon specific factors" (Issac and Mitchell, 1971:20) rather than address the totality of events and elements. Van Dalen (1973:207) and Good (1972:328) indicated that the case study would deal with "pertinent" data.

The suggestion of "pertinence" of data implies the imposition of an a priori structure for investigation of a case which constitutes both a limitation and delimitation on the study. This is symptomatic of a fundamental tension in scientific investigation between phenomenologically- and empirically-oriented studies. A major constraint in using a predetermined framework for analysis is the possibility of blinding the researcher to factors that are critical to his investigation. In order to avoid subjective bias in the selection of a framework, it was essential to determine that there was support in the literature for such delimitation. This was done in the review reported in Chapter 2.

Another concern related to the disagreement about whether or not case studies are actually research studies. In his taxonomy of cases by use and function, Ready (1968:243) suggested that one type of case was the "research case-study." As explicated by Lombard in 1951:

> The research case has two parts, often but not always editorially separate. The first is descriptive of the total observed situation or some carefully specified aspects of the total situation . . . .
>
> . . . the second part of the research case is simply analytical and diagnostic of the forces operating in the situation. (Lombard, 1968:246)

The foregoing distinction is important since, as Russel and Ayers (1964:358) noted, many reports under the caption of "case studies" in college settings were descriptions of status rather than diagnostic and therapeutic treatments. Mouly (1970) was much more cautious about the research nature of a case study:

> Although case studies used for purposes of individual guidance can lead to the identification of relationships having a definite bearing on research, in the strict sense of the term, research is beyond the individual case; consequently, case studies become research only to the extent that they lead to such generalizations. . . . It probably makes its greatest contribution to the advancement of science as a source of hypotheses to be verified by more rigorous investigation. (Mouly, 1970:347-348)

Lipset, Trow and Coleman (1970) would have agreed with Mouly (1970) on the point of the need for the case study to "lead to such generalizations," but articulated a more unconventional, but equally plausible, view of generalizing from a case study. Lipset, _et_ _al_. (1970:169) described two basic types of case studies involving empirical analysis:

> (a) Description and explanation of the single case, to provide information concerning its present state, and the dynamics through which it continues as it does. This may be called a _particularizing_ analysis.
>
> (b) The development of empirical generalizations or theory through the analysis of a single case, using it not to discover anything about _it_ as a system but as an empirical basis either for generalization or theory construction. This may be called a _generalizing_ analysis.

In describing the "paradox" of generalizing from a single case, Lipset, _et_ _al_. (1970) distinguished between the familiar method of comparative analysis for developing generalizations, and the "internal analysis." They defended the ability of internal analysis to produce generalizations, and suggested that, when contrasted with comparative analyses, both types ". . . have a place in research and neither is unilaterally superior" (1970:173). It is possible to conclude that, cautions granted, the case study is a defensible research focus, especially in exploratory stages of research (Gee, 1950:232).

It was determined that the present study would find greater acceptability as a research focus if it was guided by:

1. A demonstration that the area under study was in the exploratory stages (Gee, 1950:232);
2. An effort to go beyond description to analysis (Lombard, 1968:246); and
3. An effort to identify generalizations, or tentative hypotheses, susceptible to further research as a result of the analysis (Mouly, 1970:348; Lipset *et al*., 1970; Gee, 1950:232).

Actually, the case study has "somewhat of a unique position" vis a vis research (Frazier, 1973:127). Mouly (1970:347) clearly identified this anomaly:

> . . . the case study is not so much a unique method of investigation as it is the application of all relevant techniques to the study of a person, a group, an institution or even a community. Consequently, it resembles almost all other types of research in some way or another.

An awareness of this observation will contribute to an appreciation of the multiple methodology described next.

Methodology

Multiple Operationism: A Methodological Strength

The proclivity of researchers in the social sciences to obtain research data through interviews and questionnaires has been well-documented (e.g. Webb, et al., 1966:1; Mouly, 1970:241). Webb, et al. (1966:1) lamented this overdependence, but their principal objection was not that they were used, but rather that they were used alone. Their argument provided a major rationale for the use of multiple methods in the present study. Webb, et al. (1966) advanced the notion that "unobtrusive measures" could supplement and cross-validate interview and questionnaire data not only because they represented "multiple measures" but because they were multiple measures with different methodological strengths and weaknesses. Unobtrusive, or non-reactive, measures are those which do not require the cooperation or reaction of a respondent.

In a different, but complementary vein, Mouly (1970:238) discussed two basic types of survey. The first, descriptive studies, were those ". . . which are oriented toward the description of the present status of a given phenomenon . . ." while the second, analytical studies, were those ". . . in which phenomena are analyzed in terms of their basic components." Mouly (1970) considered the questionnaire and interview to belong to the first type, while content analysis was one example of an analytical study. Within the general framework of survey methodology, therefore, it appeared possible to use the multiple operations of questionnaire and interview on the one hand, and content analysis of documents on the other, as suggested by Webb, et al. (1966).

A basic decision was made then to conduct a research case survey of the role of the Board of Directors in the governance of Canadian Bible College (CBC) using the techniques of questionnaire, interview, and content analysis of decision making as recorded in the Board Minutes. This decision was made with the awareness of a disturbing prospect forecasted by Webb, et al. (1966:5):

> Efforts in the social sciences at multiple confirmation often yield disappointing and inconsistent results. Awkward to write up and difficult to publish, such results confirm the gravity of the problem and the risk of false confidence that comes with dependence upon single methods . . . .

Interview methodology eliminated. The original design of the methodology included the use of interview, as well as questionnaire and documentary analysis, in order to accomplish two basic things: first, it was to serve as a cross-validation for information obtained by other methods on Board decision making, role and membership in the earlier years of Board operation, and second, it was hoped that information not available from other sources could have been probed in the interview. On both counts, the primary need was for information and only secondarily, and minimally, analysis.

It was predetermined that in order to qualify, an interviewee needed to have been either a Board member or faculty member at the College in its early years, but also needed to have maintained sufficient contact with the College over the intervening years to be able to give valid judgments regarding developmental trends. In addition the person needed to have had a formal relationship with the College for a minimum of five years.

Only seven persons who could be identified and contacted, met the above criteria. In the light of such a small number of interviewees to cover a wide span of years, there was serious doubt raised as to whether information gained would be reliable or valid since (a) it could not be substantially compared with others familiar with the same time period, (b) chronological confusion was anticipated to be a particular problem as Gordon (1975:117) warned for case history studies, particularly when the interviewer was inquiring into a developmental sequence, and (c) inferential confusion and forgetting would undoubtedly inhibit accurate communication with older interviewees. At best, the value of interviews was prejudged to be marginal, and thus it was decided to forgo whatever advantage may have been gained and to abort the use of this method.

Content analysis as a research method. Holsti (1968:607) documented the almost geometric increase in content analysis research since the beginning of the 20th century. After reviewing many definitions of the concept, Holsti (1968:603) chose a broad, all-encompassing definition: "Content analysis is any technique for making inferences by systematically and objectively identifying specified characteristics of messages." Mouly's (1970:279-280) explanation was:

> Content analysis encompasses a group of techniques concerned with the analysis of records already in existence . . . . At its simplest level, as characterized by the old "documentary-frequency" studies, it includes frequency counts of any number of things.
>
> As presently used, the term content analysis represents a more sophisticated level of investigation, concerned with the identification of more subtle and more significant dimensions into which a given phenomenon can be analyzed from the standpoint of a clear-cut research problem . . . it differs from . . . the earlier "frequency-counts" . . . [by] an emphasis on collecting data only after it has been fitted into a scientifically meaningful context . . .

This more recent useage of the term 'content analysis' was clearly the framework within which the present analysis of Board Minutes was performed.

Although analysis of content can be performed at a manifest (strictly bound by what was said or written, with nothing read into it) or latent (beyond transcription of the written/spoken message to inferences regarding meaning) level (Fox, 1969:647) the present study analyzed content only at the manifest level.

The questionnaire in research. It was Mouly's (1970:241) opinion that "probably no instrument of research has been more subject to censure than the questionnaire. Yet it continues to be the most used and most abused instrument in educational research . . . ." Although recent opinions regarding the advisability of using questionnaires extend from one end of the favorability-unfavorability continuum to the other, Mouly (1970:261-262) concluded that "the present consensus is that, when properly used, the questionnaire has potentialities as an instrument of science."

From an empirical point of view, Cuber and Gerberich (1946) and Gerberich (1947) documented considerable inconsistency in questionnaire responses, particularly factual items; however, they viewed this typical of all personal communication rather than peculiar to the questionnaire. From research and learned opinion, Mouly (1970:263) identified eight evaluative criteria for a questionnaire:

> 1. It deals with a significant topic; it makes an important contribution, and is worthy of professional participation.
>
> 2. The importance of the problem is clearly explained in the statement of the problem and in the cover letter.
>
> 3. It seeks only information not available elsewhere.
>
> 4. It is as brief as the study of the problem will allow.
>
> 5. The directions are clear, complete, and acceptable.
>
> 6. The questions are relatively free from ambiguity and other invalidating features; questions that may place the respondent on the defensive are avoided.

7. The questions are in good psychological order.

8. The questions are so arranged that they can be readily tabulated and interpreted.

As will be outlined below, the precautions taken to develop the questionnaire for the present study sufficiently satisfied each of the foregoing criteria.

Content Analysis of Decision Making in Board Minutes

Research design. Every motion in the official Board *Minutes* was analyzed on eight dimensions using a modified version of the taxonomy developed by Paltridge, Hurst and Morgan (1973).

First each decision was identified by *subject area*. Ten major subject areas were identified: personnel, student affairs, business and finance, physical plant, external affairs, internal board affairs, administrative organizations, ceremonial actions, educational programs, and other. For each major area there were also subclassifications (see Appendix A, for the Coding Protocol used). Although Paltridge, *et al*. (1973) had sub-subclassifications for each subject area, they were not reported with their findings, nor were they available from Paltridge when requested.

Second, each motion was coded in terms of the *decision level* it represented. Three levels were specified: policy, administrative, and working decisions. Paltridge, *et al*. (1973:34-37) avoided one difficulty in distinguishing between these levels by considering them three levels of policy decisions. Their argument was basically that "it can be said with reason that practically all decisions are policy decisions because presumably all decisions establish precedents by which future decisions will be made" (Paltridge, et al., 1973:34). They therefore settled for a simple hierarchical dimension within a policy framework.

Although the internal logic of the foregoing argument is difficult to completely refute, it imposes a definition on "policy" which appears to be outside of the normal usage in the policy literature.

After reviewing nineteen definitive statements of policy, Stringham (1974:17) defined it operationally as ". . . a major guideline for future discretionary action. It is generalized, philosophically based, and implies an intention and pattern for taking action." Interestingly, Paltridge, et al. (1973) operationalized their "legislative policy" in similar terms; however, their other levels departed operationally from such a view of policy.

In keeping with a policy-sciences view of policy, the decision levels in the present study were not conceptualized on a policy continuum. Operational definitions of the three levels are reported in Table 4.1. The framework in Table 4.1 represented an expansion from that developed by Paltridge et al. (1973:36-37) in an effort to clarify the meaning of and boundaries between policy-, administrative-, and working-level decisions. Petersen's (1972) typology of

Table 4.1 Operational Definitions of Decision Levels

CRITERIA FOR DISTINGUISHING BETWEEN DECISION LEVELS

	LEVEL I - LEGISLATIVE POLICY	LEVEL II - MANAGEMENT POLICY	LEVEL III - WORKING POLICY
FACT/VALUE DIMENSION	1.1. Decision base is heavily weighted on value component, low on facts. Facts are usually of a comparative nature.	1.1. Decision base combines values and facts about equally. Facts require greater analytic treatment.	1.1. Decision base is relatively high in factual component. Little analytic treatment required -- information requirements satisfied with straight-forward reports (demographic)
FUTURITY DIMENSION	2.1. Long-range (4 years or more away)	2.1. Medium range (1-3 years ahead)	2.1. Short-range (within next 12 months)
RANGE DIMENSION	3.1. Affects all individuals/units, affects all applicable cases, or covering a total or general area of subject matter.	3.1. May (and usually does) affect fewer units than the legislative policy level.	3.1. Few individuals/units affected.
CONTENT DIMENSION	4.1. Major goals & priorities, general strategies for achieving them, and general strategies for obtaining resources needed to achieve them. 4.2. Deals with principles, standards, equity.	4.1. Rules specifying boundary relationships of sub-ordinates. Interpretation of policy, rules, prescribed procedures. Exceptions to policy. Direction. Arbitration. Appelate. Exceptional cases (i.e. ordinarily routine, but requiring unique judgment) 4.2. Deals with principles, standards, equity as it governs individual conduct. 4.3. Allocation of resources among programs, coordination of their efforts in so far as they are interdependent, mediation of cnflict between and among them.	4.1. Detailed rules and procedures, routine matters. Appointments, promotions within policy guidelines.
MEANS-ENDS DIMENSION	5.1. Concerned with ends (goals) and obtaining agreement on those ends.	5.1. Concern with development of major means of achieving ends (e.g. programs)	5.1. Concern with the way in which major means are implemented (e.g. how programs are carried out).

decisions was helpful in specifying more precisely than Paltridge et al. (1973) had, the dimensions on which decision levels were differentiated. By combining these two sources, five dimensions were developed to differentiate between decision levels: fact-value, futurity, range of influence, content, and means-ends relationship.

No assumption was made that the three decision levels were mutually exclusive. The boundaries are not discrete divisions, but as Table 4.1 indicates, there was sufficient difference to warrant a distinction between decision levels. The difference was probably least distinctive between the administrative and working levels of decision.

Third, Board motions which related to planning were identified as one of two types. Basic and long-range planning decisions related to institutional goals. Paltridge, et al. (1973:45) defined this type as ". . . the drafting of legislative policy which will determine the value and ethical structure on which the institution will proceed toward its goals." Incremental planning decisions were those which implemented or expanded the basic, or long-range plans.

Fourth, the timing of the decision was identified as either prior to or after the fact of its execution.

Fifth, decisions were identified for the manner in which they were brought before the Board. Some decisions originated in formal reports from Board committees, administrative/faculty committees or officers. Another category were designated simply as recommendations or motions. This category included all motions not coming from reports or other identifiable sources. Paltridge, _et_ _al_. (1973:26) discovered that the foregoing sources accounted for 88.7 percent of all decisions. Although Paltridge, _et_ _al_. used four additional categorizations, in the present study these four were collapsed into an "other" category.

Sixth, when decisions were brought before the Board via a report, they were assessed as to whether or not they came with _formal_ _action_ specified on the agenda, or whether the report appeared with _no_ _specific_ _action_ specified. This latter type appeared on the agenda without direction for action.

Seventh, an effort was made to identify the _source_ _of_ _items_ _on_ _the_ _agenda_. In other words, who was reponsible for having an item placed on the agenda. Ten possible sources were used: standing committee of the Board; ad hoc committee of the Board; President or his office; other senior administrator; regular Board member; ex-officio Board member; faculty committee/member; students; other sources; and, minutes do not specify. Coding in this seventh category was based on the official source identified either on the agenda or in the _Minutes_.

Finally, _action_ _taken_ _on_ _the_ _decision_ was categorized as: affirmative (accepted, carried, confirmed, approved, etc.); affirmative as amended or with accompanying conditions; referred to a Board committee; referred to the administration; tabled, deferred, postponed; request for information; received for information only; negative action; and, other action. Again the typology in this area was expanded from that used by Paltridge et al. (1973:29) since it was anticipated that the additions would prove helpful in assessing Board decision-making activity.

Coding reliability. An important methodological consideration in the coding of Board motions concerned the reliability of the coding. With respect to the inter-rater reliability, Fox (1969:669) indicated that the procedure to use for estimating the reliability was a computation of ". . . the percentage of time two independent coders agree when they code the same material." Fox (1969:670) set the minimum level of acceptable agreement at 85 percent. Paltridge indicated[1] that his research team set a level of 70 percent agreement as a sufficient level of inter-rater consistency in the coding of decisions. Accordingly, the writer, in cooperation with one other researcher engaged in a series of four sessions designed to give training in the use of the coding protocol and to check on the consistency of responses on a common set of decisions.

Using a set of minutes available from a local public school board, the first session was devoted to a joint discussion of how twelve decisions should be coded, and to general issues regarding the interpretation of the format of the minutes. Following that session, one set of minutes was arbitrarily selected for coding independently. One researcher completed the coding immediately following the training session, while the second completed the task one week later. The results of the first round fell below the required 70 percent level of agreement set by Paltridge, _et al._ for four of the eight coding dimensions. After a discussion and reconciliation of the differences, two additional rounds were necessary to reach a level of inter-rater agreement equal to at least 70 percent on each dimension. Agreement was lowest (70%) for the 'decision code;' however, there was the greatest lattitude for disagreement with 89 possible alternatives. On all other dimensions, agreement ranged between 80 and 100 percent. When disagreements occurred over the coding, it was usually attributable to the lack of clarity of a coding category. In the resolution of differences, the ambiguity was resolved and noted for subsequent use.

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[1] In personal communication with a member of the researcher's supervisory committee

Data collection procedure. Every motion made by the Board of Directors, as recorded in the official _Minutes_, was coded in chronological sequence in the manner described above. Only meetings of the full Board were analyzed for each complete academic year in its history: 1944-45 through

1975-76, for a total of 32 years. The information on each motion was recorded on a separate coding sheet (see Appendix B) which had been prepared to facilitate keypunching directly from that form. The data were gathered by the writer over a three-week period in April and May, 1977.

Statistical analysis. The basic analysis performed on data obtained from documentary analysis was a computation of frequencies and percentages in various forms of crosstabulation. First, a frequency distribution with percentages was prepared for each of the eight dimensions on which each decision was evaluated, crosstabulating the decision code by academic year (September - August). Second, frequency distributions were obtained crosstabulating decision codes by date of meeting.

Questionnaire Survey

Research design. A twenty-page questionnaire was printed in booklet form with four major sections (see Appendix C). The instrument was designed so that reponses could be keypunched directly from it. Although there were several write-in responses required, the majority of items required the respondents to circle pre-determined alternatives which were identified in 'response keys.' What follows is a description and explanation of the underlying framework in each of the sections.

Section I asked for general biographical information that was anticipated to be important in the cross-tabulation of data in the remainder of the questionnaire, as well as in the basic description of the sample. Data were gathered on sex, age, location of current home residence, occupation, education, and political ideology or leaning.

Section II was designed to obtain respondents' (a) perceptions of who was actually involved in exercising major authority in making each of sixty separate decisions, and (b) preferences as to who should be exercising major authority for each of those same decisions.

In the development of decision items, a subject-area by decision-level framework was used which was identical to that formulated by Paltridge, et al. (1973) and described earlier under 'content analysis.' This was done primarily for two reasons. First, the taxonomy had been theoretically based and empirically tested at least once with actual board decision making which would strengthen the construct validity of this section. Second, using this framework would facilitate the comparison between actual Board decision making, as reflected in the minutes, and the perceptions and preferences of the questionnaire respondents.

An initial pool of decision items was developed using the following resources:

(1) a questionnaire, "Postsecondary Governing Board Study," which had been revised and reproduced by Abram Konrad in 1973 (Konrad, 1976; 1977) from a similar instrument used by Hartnett (1969);

(2) a survey form used for the "Study of Effectiveness of Governing Boards" (Zwingle and Mayville, 1974:48-53) in an Association of Governing Board's study;

(3) an "Administrative Processes" questionnaire which had been developed by a research team (of which the writer was a member) of doctoral students and professors in Educational Administration at the University of Alberta for use in a self-renewal study of an Alberta community college, and was constructed with a similar design to that used in the present study; and,

(4) a number of items developed independently by the writer.

The wording format of decision items was standardized and constructed to suit the College under study. Furthermore, nearly all decisions selected were represented at each of the three decision levels, policy, administrative, and working decisions (see Appendix D) for a breakdown of decisions by level and category). In selecting the wording for each decision level, the operational definitions reported in Table 4.1 were used as a guide.

Respondents were asked to respond to each decision in two ways. First, they were to identify who they thought was actually exercising major authority in making the decision and, second, they were to indicate whom they would prefer to be exercising major authority for that decision. The response given was limited to up to, but no more than three of a possible eight alternatives. The predetermined alternatives were: (1) inadequate knowledge on which to judge; (2) no one; (3) people in the college's constituency--e.g. parents, alumni, financial supporters, church leaders, etc.; (4) students; (5) clerical, maintenance and support staff; (6) teaching faculty; (7) administration--including President, Vice-presidents, Deans, Registrar, Treasurer, Librarian, etc.; and (8) Board members.

Section III of the questionnaire contained items relating to Board selection, composition and functioning. First, repondents were asked to indicate on a five-point, Likert-type scale, ranging from strongly disagree to strongly agree, the extent to which they concurred with each of twenty statements. The statements concerned (a) the mode of selection of Board members, (b) those who should be entitled to membership, with or without voting privileges, on the Board, and (c) the openness of the Board meetings. Next a preference for the size of the Board was requested, as well as for the length of the term of office of Board members.

The third area of investigation in this section was concerned with the importance of fourteen personal characteristics in selecting personnel to serve on the Board of Directors. The items in this question came primarily from Rauh's (1969:87) listing of ". . . qualifications which time and experience have validated." Most of these items were also used by Hartnett (1969) and Konrad (1977). Two items which were particularly suited to a Bible college setting were added: 'understanding the role of a Bible college,' and 'spiritual stature.'

The fourth topic probed in Section III related to the global roles performed by board. The ten roles used in this question were adapted from the general functions identified by the Association of Governing Boards (1976) in their self-study criteria for governing boards. With repsect to each role, respondents were asked to indicate their opinions regarding (a) the importance of the role on a five-point, Likert-type scale ranging from 'no importance' to 'extremely high importance,' and (b) the quality of past performance of the Board, again using a five-point scale ranging from 'no basis for judgment' through 'performed very well,'

Finally, respondents were asked to provide names of individuals who, in their judgment, would be able to provide information in interviews on (a) current and future economic limitations and prospects facing the College, (b) political limitations which the college was experienceing or could expect to in the future, and (c) Board membership, functioning and decision making over its history.

Section IV was designed for completion only by current and former Board members. Items in this section focused on (a) years of service on the Board of Directors at CBC, (b) most recent year of service on the CBC Board, (c) membership on other college or university governing boards, (d) membership on boards other than postsecondary educational institutions, (e) awareness and reading of materials related to the governing of a postsecondary institution, (f) actual and preferred involvement in twelve Board-related activities, and (g) perceptions of the extent to which seventeen factors were operative in the decision-making process of the Board.

The items used to elicit reponses regarding involvement in Board-related activities were adapted from the instrument used by Konrad (1976; 1977). Board members recorded the extent of their actual and preferred involvement for each item on a five-point, Likert-type scale ranging from 'not at all' through 'to a very great extent.'

Items assessing factors operative in Board decision making were adapted from the survey used in the study of governing board effectiveness (Zwingle, and Mayville, 1974:48-50) conducted by the Association of Governing Boards. Both factors which were pre-judged to have a positive and an adverse effect were included in the list of seventeen items. In the statistical analysis the scores for 'negative' items were reflected so all could be treated as 'positive' factors.

Pilot testing of the questionnaire. A preliminary version of the questionnaire was developed for use in a pilot test. Three methods of piloting a questionnaire instrument were suggested by DuVall (1973:146): analysis by experts; submission to peers or classmates, and a full-blown pilot study. Each of these three methods were used.

First, permission was obtained from the President and Academic Dean of an Albertan Bible college to pilot the questionnaire in that setting. This College was particularly suitable since the purpose, programs, size, academic accreditation, theological orientation, composition of its student body and faculty were virtually the same as Canadian Bible College, the institution which would later be the setting of the study. Unfortunately, conducting the pilot in the end of March, was considered by the students of the college to be too close to final exams so they chose not to participate. It was possible, however, to obtain questionnaires from Board members, administrators, faculty and staff at the College. In an effort to obtain student response to the questionnaire, a group of college students in an Edmonton church agreed to participate.

Finally, several friends of the researcher, seven doctoral students in Educational Administration, and to the four members of the writer's supervisory committee agreed to review the questionnaire and provide constructive criticisms.

From responses on the 32 pilot questionnaires returned, well over one hundred changes of an editorial nature were made. As well, a major reduction in length was made.

Respondents. Questionnaires were distributed to all current and former Board members of CBC, to all of those who had been employed as administrators, faculty, and staff of the College during the period of January to April 1977, as well as to all of the 1976-77 student leaders. Since there were faculty who also held administrative posts, and administrators who had faculty status, it was necessary to clearly differentiate between the two. A person who held administrative responsibility was considered to be an administrator unless his/her appointment resulted in spending 50 percent, or more, of the time in teaching courses. Staff included all non-academic, support personnel who were not involved in teaching or administration. Included in the category student leaders were all members of the 1976-77 Student Council and all executive members of the Missionary Society (a major student organization).

In addition to the above groups, a sample of several other groups was selected to receive the questionnaire. Table 4.2 lists all respondent groups with their respective population and sample size. A stratified (by year and sex) random sample of students included those in attendance at the College for the January to April, 1977 semester.

Three constituent groups were identified as influential in terms of out-of-College support: President's Council members; Canadian and U.S. graduates; and, financial supporters. Since certain individuals were included in each

Table 4.2 Respondent Groups:

Population and Sample Size

Respondent Category	Population Size	Sample Size	Percent of Population
Current Board	15	15	100.0
Former Board	48	48	100.0
Administration	13	13	100.0
Faculty	19	19	100.0
Staff	23	23	100.0
Student leaders	25	25	100.0
Students	292	58	19.9
President's Council	341	102	29.9
Canadian & U.S. Graduates	626	125	20.0
Financial Supporters	2657	500	18.8
		928	

of these three categorizations, it was necessary to prioritize the designations. This was done primarily on the bases of the respondent's anticipated knowledge of recent College activities and relative, potential influence. The President's Council received first priority. Since the Christian & Missionary Alliance (C&MA) denomination in Canada was organized into three regional conferences, a stratified (by conference) random sample of President's Council members was selected. From those Canadian and U.S. graduates who were not members of the President's Council, a stratified (by country) random sample was selected. The 626 graduates population in North America included all those for whom the College had an up-to-date address. Finally, a random sample of financial supporters who were not, at the same time, President's Council members or Canadian/U.S. graduates was drawn.

In determining the size of sample, two criteria served as guides. First, it was important that when all useable returns were counted, there would need to be a minimum sample size of 10 percent of the population, and in no case less than 30 respondents (Fox, 1969:346-347), for all categories with at least 30 in the population. Second, allowing for a 50 percent return rate, although a higher rate was hoped for, sufficient questionnaires would need to be sent to ensure that if only one half returned, the first criterion would be met.

Data collection procedures. Prior to mailing, the questionnaires were precoded by respondent group. Then, together with a letter of transmittal and self-addressed return envelope, with guaranteed postage paid, questionnaires were mailed via first class mail on May 2, 1977.

A covering letter was prepared on the College letterhead over the signature of the President. Three forms of this letter (see Appendix E) were used with only minor differences between forms: one was addressed 'to current and former Board members;' a second was addressed 'to members of faculty and staff;' while the third, addressed 'dear friend of the College,' was mailed to all other respondent groups.

When questionnaires were returned, each one was carefully checked for ambiguity or lack of clarity in the responses. In any such case, the difficulty was resolved, so that when the keypunching was performed any interpretive judgment on the part of the keypuncher was unnecessary.

According to a study by the Research Division of the National Education Association (Issac and Michael, 1971:93), mailed questionnaire returns did not increase after a third follow-up reminder. It was therefore determined to send two reminder notices at the intervals used in the above study. The reminders were sent on May 16 and 28, 1977.

Statistical analysis. The various statistical treatments applied to the data will be discussed by section of the questionnaire. Section I called for general biographical data, and frequency distributions, with percentages, were developed for each of the seven variables.

Section II called for respondents to indicate "actual" and "preferred" responses to 60 decision items. Two basic analyses were performed. First, frequency distributions were prepared which crosstabulated response choices (one through eight) with each of the seven biographical variables for "actual" and "preferred" distributions. For each of these frequency distributions, asymmetric lambda (Mueller, Schuessler and Costner, 1970:249-255) was computed as a measure of association between crosstabulated variables. Lambda, sometimes referred to as Goodman and Kruskal's lambda, is not a strong measure of association, but is one which measures association for crosstabulations based on nominal data. Although the second analysis applied to these data assumed them to be interval data, there was a preference not to make that assumption for this analysis. The above crosstabulations were computed for actual and preferred distributions for (a) each decision item, (b) items grouped according to decision level, with subject areas collapsed, (c) items groups according to subject area, with decision levels collapsed, and (d) items grouped according to subject areas within each decision level.

The second analysis for Section II assumed that the response choices, three through eight, were on a continuum of decentralization-centralization, and thus interval data. The response choices of "inadequate knowledge on which to judge" and "no one" were eliminated. For this analysis value three, "people in the College's constituency," was renumbered as "nine," so the values ranged from four through nine. Since up to three choices could be made for each decision item, a mean "actual" response, and a mean "preferred" response was computed for each item. The only biographical variable used in this set of analyses was the respondent's relationship to the College.

First, the mean "actual" scores of respondents were submitted to a one-way analysis of variance, and then to the Scheffe test for ordered means to determine if respondent groups had statistically similar mean responses or were significantly different. Second, the mean "preferred" scores were submitted to the one-way analysis of variance and Scheffe tests, similar to the mean "actual" scores. These analyses were done for (a) separate decision items, (b) items grouped by decision level, (c) items grouped by subject area, and (d) items grouped by subject area within each decision level.

The final analysis was a _t_-test for correlated observations comparing the mean "actual" and mean "preferred" scores for each separate respondent group. Again, these _t_-tests were performed for (a) individual items, (b) items grouped by decision level, and (c) items grouped by subject area.

In Section III of the questionnaire, respondents were generally asked to respond to five-point, Likert-type scales. First, frequency distributions were compiled which crosstabulated the five response choices with each of the eight biographical variables. Second, a mean score was computed and one-way analyses of variance were computed and the Scheffe test for ordered means applied to the mean scores of respondent groups. This procedure was applied to each item for all of the eight biographical variables.

For the portion of Section III assessing "Board Roles," Pearson product-moment correlations were computed to measure association between responses to "importance" of a role and Board "quality of performance" in that role.

In Section IV, the first five items were biographical in nature, so frequencies and mean responses were developed. Board members were also asked to respond to actual and preferred involvement in a number of Board-related activities. A t-test was performed on the differences between actual and preferred mean scores of current Board members. Finally, current and former Board members mean responses for the extent to which certain factors were operative in decision making were compared for statistically significant differences using a t-test. In both the "Board-related activities" and "factors operative in decision making" sections, frequency distributions were prepared crosstabulating current versus former Board members with the response categories.

Assumptions

1. It was assumed that the questionnaire and interview schedule developed for the study would provide valid and reliable responses from respondents, and that the framework for the content analysis of Board minutes would yield a valid and reliable account of Board decision making.

2. It was assumed that the questionnaire and the content analysis framework collectively covered the major factors related to board role in the governance of a postsecondary institution as extracted from the literature.

Limitations

The study was limited by:

1. the nature of the definitions used;
2. the availability of literature on governance and particularly the paucity of research on the Bible College, let alone Bible college governance;
3. the fact that this case study was approached with a predetermined structure for anlysis;
4. the extent to which the findings can be generalized to other Bible colleges and postsecondary institutions, since this was a case study of a single Board;
5. the fact that the researcher was on educational leave as an employee of the College under study.

Delimitations

1. Since the study was of an exploratory nature with concern over depth of analysis, the study was delimited to the study of one board of trustees in a single college over its complete history.

2. The case study of one Board was further delimited by an investigation of selected factors related to the structure and processes of Board decision making.

CHAPTER FIVE

DESCRIPTION OF CANADIAN BIBLE COLLEGE

The College studied in this research was Canadian Bible College, located in Regina, Saskatchewan. In order to understand it more fully, the following description assesses its current status, some major historical developments, and finally, a review of early developments in the governing board.

Current Status

From its inception in October 1941, Canadian Bible College (CBC) has functioned without deviation from its historic mission, namely, ". . . to train Christian workers for the world-wide work of the [Christian and Missionary] Alliance. It shall also encourage attendance by qualified members of other religious bodies" (Bylaw, Article III 3). The College is the official Canadian educational institution of the Christian and Missionary Alliance church, and is located on a partially developed 13-acre campus in Northwest Regina.

In keeping with the central thrust of the Bible college movement, CBC offers four degree programs, each of which has a major in biblical studies; however, two programs offer essentially a double major. One is in religious education, the second in sacred music. The curriculum is offered in seven major divisions: Biblical Studies; Christian History and Thought; Pastoral Studies; World Mission and Evangelism;

Christian Education; Sacred Music; and, General Studies. In addition to on-campus programs which ordinarily require four years to complete (one has a three-year curriculum), CBC has an external degree program now in its third year of operation.

Canadian Bible College has been incorporated as a private educational institution since 1949 by the Saskatchewan Legislature. An ammendment to its charter in 1974 gave authority "to grant and confer degrees and diplomas in theology" (Bill No. 05 of 1973-74). The College is also accredited by the American Association of Bible Colleges, and has charter membership in the fraternal Association of Canadian Bible Colleges.

The Registrar's Annual Report for 1976-77 indicated an enrollment of 179 men and 162 women, for a total of 341. These students represented 28 different church affiliations. Seventy-eight percent were Canadian, 19 percent were from 22 states in the U.S.A., while the remaining three percent came from four overseas nations (Germany, Kenya, Hong Kong, and Ghana). The 1977 graduation witnessed the conferring of a total of 25 degrees. Overall, 39 percent of entering freshmen graduate from CBC ("Report of the President to the Board of Directors," October 1975:3).

Of the 16 full-time instructional faculty, seven have earned doctorates, eight have master's degrees and one has two bachelor's degrees. The average number of full academic years of postsecondary education of the full-time instructional faculty is 8.7, compared with an average of 7.9 years for AABC accredited colleges in the U.S.A. and Canada (AABC Annual Report , 1977). These faculty are expected to teach 12 hours per week in addition to minor administrative duties. In addition to the full-time faculty 11 part-time instructors were employed (FTE of 5.25).

The 1976-77 library holdings had 27,900 volumes and an additional 2382 audio-visual items in the collection. In addition there were 426 periodicals.

The budget for the fiscal year ending June 30, 1977 called for $1,105,560, while the actual income and actual expense were respectively $1,168,499 and $1,166,373. The June 30, 1977 Financial Report indicated that total assets were valued at $3,136,741, while the fixed assets represented approximately two and one-half million of this amount. In the general distribution of expenditures, 38 percent was assigned to academic operations, 80 percent of which was designated for salaries. An additional 23 percent was designated for administrative operations. The two largest items in this category, mortgage interest and salaries, accounted for 35 percent of the expenditures. The third expenditure category, auxiliary enterprises, included such items as bookstore, food services, plant operations and rental housing, accounted for the remaining 39 percent of expenditures. Forty-one percent of all expenses incurred by the College were allocated to salaries.

Since 1970, CBC has had a seminary associated with it. Canadian Theological College has a separate charter and operates exclusively on the post-graduate, seminary level. Nevertheless, the Canadian Theological College (CTC) operates out of the same facilities as CBC, and under the same administration and Board of Directors. Most faculty teach in both colleges. Canadian Theological College is an affiliated college with the University of Regina, and by virtue of this relationship the College President is a member of the University Senate and the University's committee on affiliation.

Brief History of Canadian Bible College

The first two decades of operation by CBC has been thoroughly researched by Martin (1962); therefore, the thrust of this section will be to highlight major developments in the life of the College.

The growth of assets by decades can be documented as fixed assets totaling just over $300,000 in 1956-57 (Board Minutes, March 28, 1957), total assets of approximately $600,000 in 1966 ("Annual Report of the President," 1968), and total assets of just over 3.1 million in 1977 ("Canadian Bible College Balance Sheet," June 30, 1977). The approximate operating budgets over the same intervals were $72,500 for 1956-57 (Board Minutes, October, 1964), $205,00 for 1966-67 (Board Minutes, February 1966) and $1,100,000 for 1976-77 ("Financial Statement," June 1977).

The profile of enrollment and number of graduates over the history of the College is reported in Figure 5.1 It is evident that following an early sharp incline in the post-World War II years, enrollment gradually declined. The curve reached its nadir in 1956-57 and since that point enrollment has generally been on the incline, exept for several, short-lived reversals.

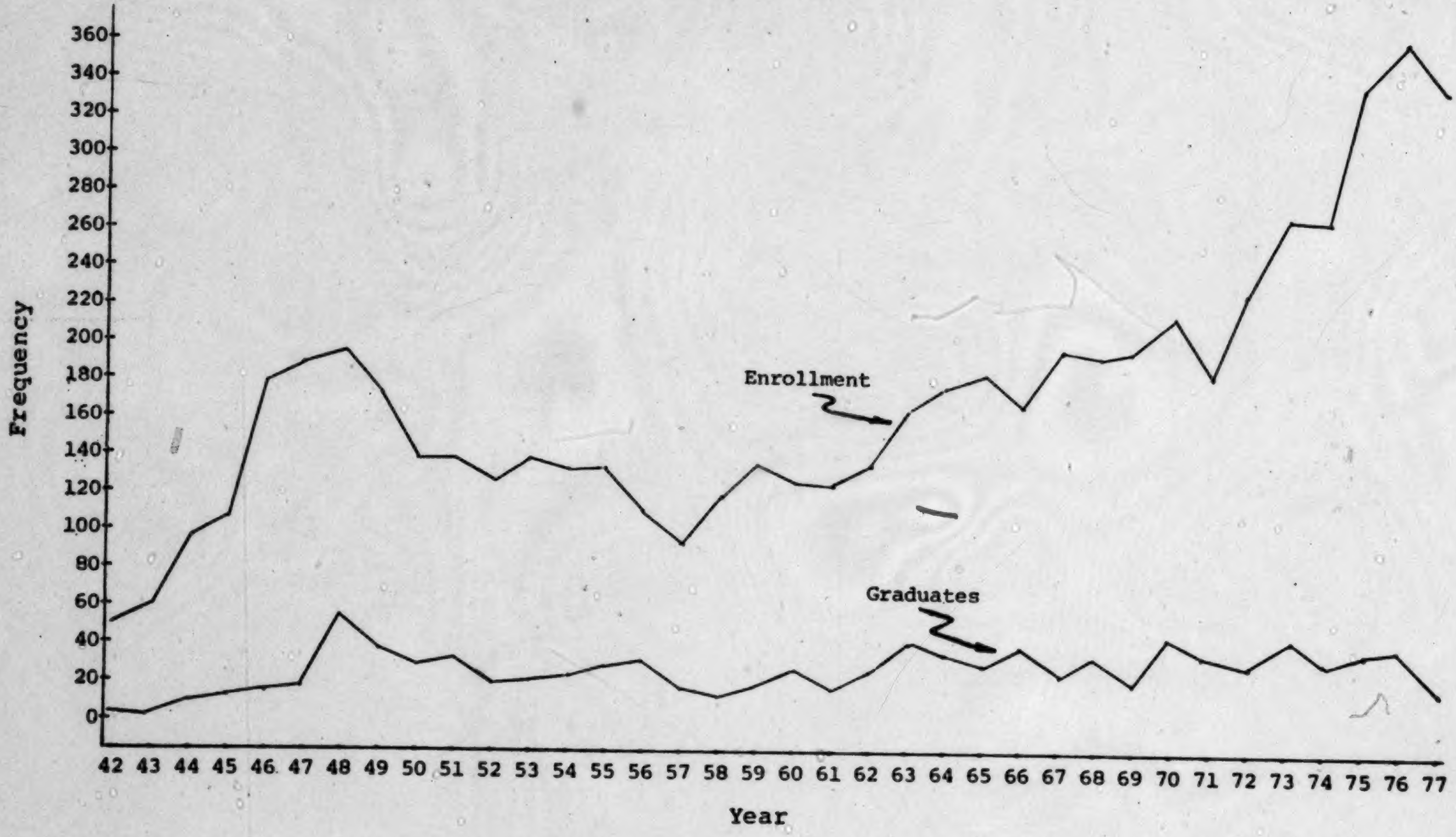
The growth of Canadian Bible College can be divided generally into two major phases. The first phase, extending from 1941 to 1960 could be characterized by the birth and initial stabilization of the College. The second phase, ushered in by the College receiving accreditation, extended from 1961 to 1976. This stage could be characterized by expansion of basic directions set in the first phase. These two stages appear to be approximately equivalent to the first two of four developmental stages reviewed by Heron (1973:18) from studies of organizational growth by developmental stages. Canadian Bible College appears to be on the threshold of the third stage with indications of a trend toward the decentralization of authority and increased administrative hierarchy recruited from within the organization.

Birth and Initial Stabilization, 1941-1960.

The Canadian Bible Institute, as it was originally named, opened its doors to an initial class of 50 students

Figure 5.1 Annual Enrollment and Number of Graduates

at Canadian Bible College by Year



on October 1, 1941. One of the three founders became its first principal, and six years later its first president--a post he held for seven additional years. The second president held office for only four years, and his successor, appointed in 1958, carried the College through the end of this initial phase and well into the second.

The College changed its original name twice. In 1945 it was called Western Canadian Bible Institute, and under this name received its initial charter from the Saskatchewan Legislature in 1949 (Bill No. 05 or 1945, Chapter 98, Statutes of Saskatchewan). The year 1957 witnessed the second name change to its current one, The Canadian Bible College of the Christian And Missionary Alliance (Bill No. 03 of April 10, 1957, Chapter 105, Statutes of Saskatchewan).

The College also changed locations within Regina twice during this phase. Its first move was from its original quarters in 1945 (Martin, 1962:49). The move to the present campus occurred in 1956.

It wasn't until 1945 that the new College was officially recognized as a training centre for the Christian and Missionary Alliance (Martin, 1962:49); however, since that time it has enjoyed the financial support and backing of that denomination. It has operated under the educational policies established by the General Council and the Board of Managers of the Christian and Missionary Alliance (CBC

Catalogue, 1976-78:8).

The first College constitution was adopted in 1955 (School Board Minutes, September 13, 1955), and in 1961 was revised for the first time. Contracts were used with faculty for the first time in 1950, and faculty were also required to sign a statement of faith (Martin, 1962:51). This practice continues to the present. In March 1960 the Board Minutes recorded the first major curriculum revision.

In May 1956 the College made what was later described as a "premature" application for affiliation with the University of Saskatchewan (Memo from the Office of the President, February 19, 1964). Nevertheless, it began a process of academic upgrading that was to lead to the accreditation of CBC by the AABC, and later the affiliation if its sister institution, Canadian Theological College, with the University of Regina in 1973.

After seven years of upgrading, self-study and evaluation, CBC was granted institutional accreditation by the Accrediting Association of Bible Colleges (as it was then called) on October 25, 1961. This achievement represented the stabilization of all aspects of its operation, but particularly its academic program. In his "Annual Report of Canadian Bible College," presented to the Board of Directors in October 1962, the President indicated that of the 54 Canadian Bible schools, CBC was the third to obtain such accreditation. This milestone marked the transition into the second phase of the life of the College.

Expansion, 1961-1976

The second phase was characterized by an extension of the basic directions set in the first developmental stage. Following accreditation, the first degrees granted by the College were conferred in the spring of 1962; however, the primary hallmarks of this phase appear to have been efforts to develop a more stable financial base for the College and the pursuit of the issue of University affiliation. Two presidents served the College during this time: the first held office from 1958-1971. His successor remained in office to the end of 1978.

In 1964, the College President made the following recommendation to the Board of Directors:

> that the Canadian Bible College continue its studies and informal negotiations with the University having as an objective, affiliation with the University of Saskatchewan as a Theological College. (Board Minutes, February, 1964)

By 1967, however, rather than a modification of the Bible College into a theological college, as implied in the above recommendation, there were developments within the denomination calling for the formation of a seminary. These undoubtedly had some effect on the thrust of CBC's University negotiations. The development of this seminary may be regarded as one of the logical extensions of the academic upgrading on the CBC campus during the expansion phase, and the desire to achieve University affiliation. By

1975 the basic organization of the College and Seminary took the form represented in Figure 5.2

Since the fourth president took office in 1972, there have been many progressive changes in the academic program of CBC. Regarding the financial expansion of the College, two successive, three-year capital funding drives of 1.2 million dollars have been launched. The first was oversubscribed by the time it ended in 1975, and the second is slightly behind in the final stages of the campaign. These funding drives have enabled the College to add a food services complex, a large gymnasium, a music building and major renovations to the administration building. There have also been three student residences added since 1974 financed primarily through funding from Central Mortgage and Housing Corporation. Probably what is equally as significant as the amount of money pledged in these two campaigns is the indication of environmental support from the many individual donors from across Canada, each of whom made a three-year pledge to the funding drives. There is common agreement among denominational and College leadership that interrelationships between the two have never been better.

Early Developments in the Board of Directors.

Though a great deal of detailed information was not available regarding early developments in the Board of Directors, the following information was gleaned from College catalogues, Board minutes, and research by Martin

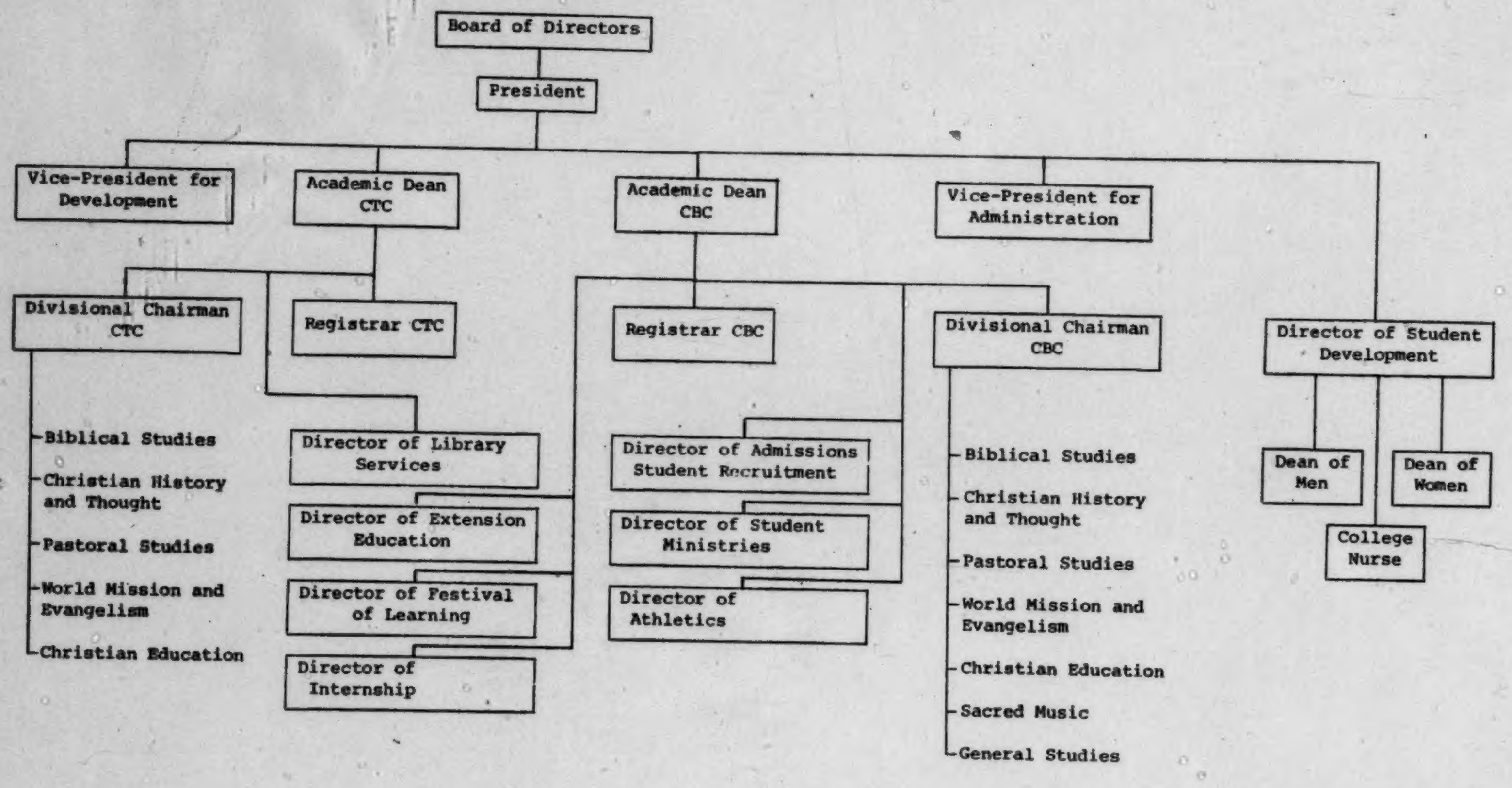

Board of Directors
President
Vice-President for Development
Academic Dean CTC
Academic Dean CBC
Vice-President for Administration
Divisional Chairman CTC
Registrar CTC
Registrar CBC
Divisional Chairman CBC
Director of Student Development
Biblical Studies
Christian History and Thought
Pastoral Studies
World Mission and Evangelism
Christian Education
Director of Library Services
Director of Extension Education
Director of Festival of Learning
Director of Internship
Director of Admissions Student Recruitment
Director of Student Ministries
Director of Athletics
Biblical Studies
Christian History and Thought
Pastoral Studies
World Mission and Evangelism
Christian Education
Sacred Music
General Studies
Dean of Men
Dean of Women
College Nurse

Figure 5.2 Partial Organizational Chart (Academic Area)

Canadian Bible College

Canadian Theological College

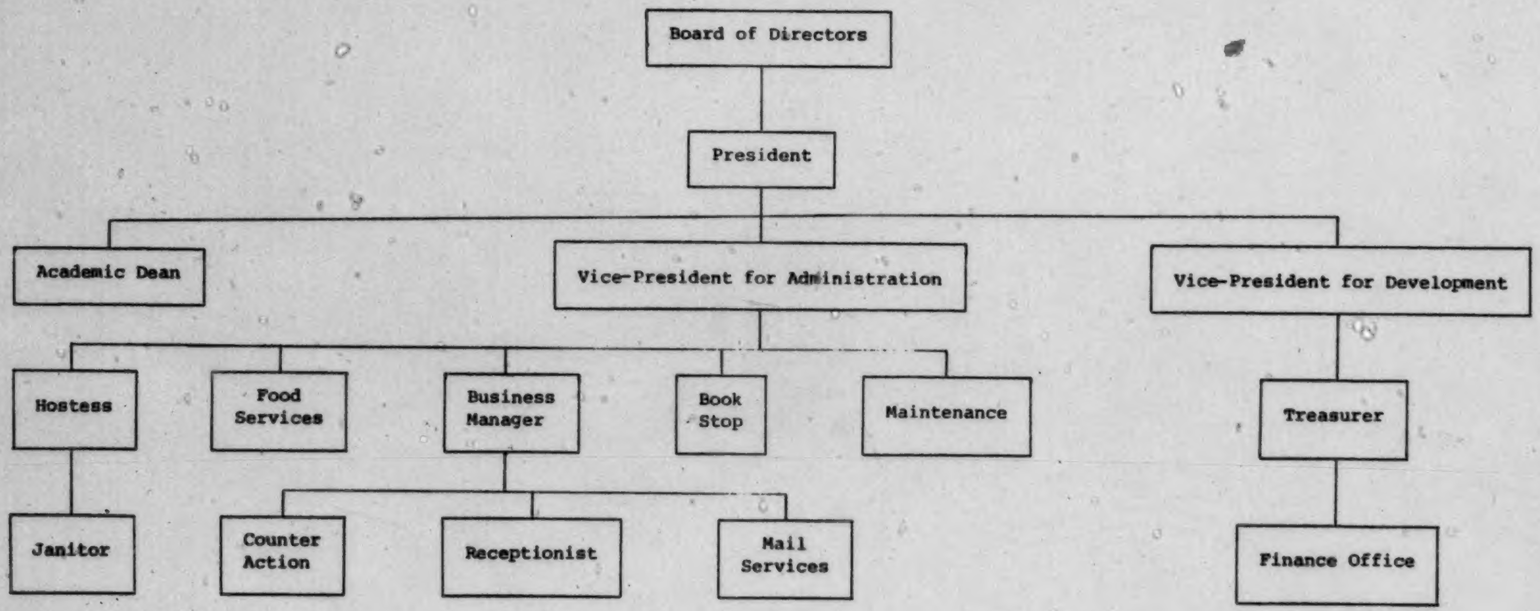

Board of Directors
President
Academic Dean
Vice-President for Administration
Vice-President for Development
Hostess
Food Services
Business Manager
Book Stop
Maintenance
Treasurer
Janitor
Counter Action
Receptionist
Mail Services
Finance Office

Figure 5.2 Cont'd. Partial Organizational Chart (Administrative Area)

Canadian Bible College

Canadian Theological College

(1962).

In the initial days of operation, the three founders of the College were identified as "directors," and one served as principal (Martin, 1962:17); however, it wasn't until 1946 that there was a group referred to as a "board." The District School Board, as it was then called, was preceeded by an "Executive Committee" which oversaw the operation of the College from 1944-46 (Martin 1962:50). Although the College was incorporated in 1949, it wasn't until 1956, upon the advice of the College solicitor that the School Board passed a motion identifying the "School Board," the "Corporation," and the "Directors of the Western Canadian Bible Institute" as legally one and the same body (Board Minutes, October 24-25, 1956). As far as the functional governance of the College is concerned, there has been a Board of Trustees dating back to the 1946-47 school year. They obtained legal authority with the Charter of Incorporation in 1949 which was clarified, as indicated above, in 1956. Other developments of the Board of Directors will be incorporated into the next chapter which summarizes the data collected in the study.

CHAPTER SIX

DISTRIBUTION OF BOARD DECISION-MAKING AUTHORITY

The first research question to be addressed was how the Board of Directors had distributed its authority in decision making over the history of the College. The heart of this question related to the centralization or decentralization of that authority. Findings from the research on this issue are presented first from an analysis of Board minutes, and second, from an analysis of the perceptions and preferences of questionnaire respondents. Prior to presenting questionnaire data, a profile of respondents is developed.

Documentary Analysis

There were several sources in the minutes of the Board which provided information related to this issue. First, by assessing the number of motions passed by the Board over its history in various subject areas, it was possible to examine the relative extent of control. Second, by noting the level at which decisions were made, some inferences would be available regarding control over policy formation, and the administrative execution of policy. Third, the most direct evidence came from an analysis of the timing of decisions. Decisions made prior or subsequent to administrative execution would provide clues to the extent of decentralization of authority. The primary interest was to identify any trends in the data over the years of Board operation.

Board Decision Making by Subject Area

Over the first 32 years of its functioning, the CBC Board of Directors deliberated over a total of 3080 motions in 93 meetings. Figure 6.1 records the frequency of decisions made in each academic year (September 1 to August 31). The significant shift in the number of decisions in 1957-58 was coincident with several other organizational factors which may partially account for the increase. A new, acting president, who was subsequently elected as president, took office in 1957. His presidential style was undoubtedly a significant factor since, for example, in his first year in office agenda packages were more formalized with items appearing from Board sub-committees and faculty: it appeared that there was increased input into Board meeting agenda. In addition, 1956-57 was the first year of operation on a new campus location. Earlier in 1955 the first formal constitution was finally approved by the Board. Also, the spring of 1957 was likely the year with the most contraining financial conditions in the history of the College. It was the only year in which faculty and staff had to experience cutbacks in salary. The following year, 1957-58, saw the adoption of the first salary structure as developed by an external, ad hoc task force commissioned by the Board.

Board decision making at CBC clearly fell into two distinct phases as illustrated in Figure 6.1: the first phase extended from 1944-45 through 1956-57, and the second

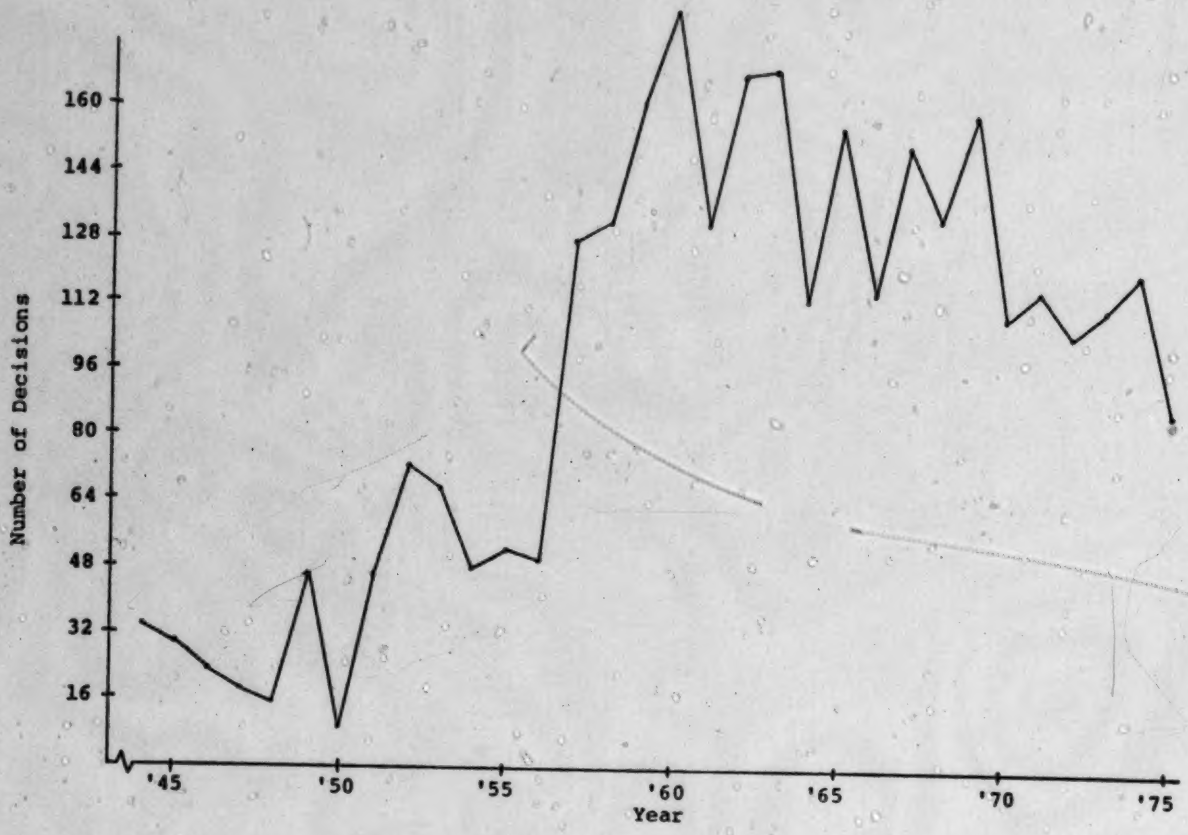


Figure 6.1 Frequency Distribution of Total Decisions by Academic Year (Sept-Aug)

from 1957-58 through 1975-76. Table 6.1 describes an average year and meeting in phases one and two, indicating the relative shifts in decision-making emphasis. Overall there was an increase of 3.4 times as many annual decisions in the second phase as in the first, which was perhaps the most distinguishing feature between these two time periods. Comparing the increase for individual subject areas with the overall increase in decision making, it was apparent that there were proportionately less decisions made regarding personnel and administrative organization issues: this might suggest a tendency to exercise less control over these two areas in relation to all others. For three decision areas in particular, the Board gave relatively more attention, and perhaps control: ceremonial, "other" (reports), and educational programs decisions. The increase in ceremonial and "other" decisions needs to be interpreted in the light of the small number of decisions in these categories which had the effect of inflating the percentage. The marked increase in decisions regarding reports (18.8%) could well mean that the Board began to rely more on input from the campus administration in the formulation of its actions, while still retaining the final decision to itself. The Board likewise substantially increased the relative proportion of decisions related to educational programs.

Summarily, there was a trend of increasing Board decisions in ceremonial, and educational program areas, and

Table 6.1 Mean Number of Annual and Per-Meeting Board Decisions by Subject Area Prior to, and Following, 1957.

	Mean Number of Board Decisions				Increase**	
	1944-45 to 1956-67		1957-58 to 1975-76			
Subject Area	Annual*	Per-Meeting*	Annual	Per-Meeting	Annual	Per-Meeting
Personnel (n=1045)	18.4	6.5	42.4	15.1	2.3	2.3
Internal Board Affairs (n=664)	8.1	2.8	29.4	10.5	3.6	3.8
Business and Finance (n=364)	4.1	1.4	16.4	5.8	4.0	4.1
Physical Plant (n=274)	3.1	1.1	12.3	4.4	4.0	4.0
Educational Programs (n=194)	1.2	0.4	9.4	3.3	7.8	8.2
Other (reports) (n=185)	0.5	0.2	9.4	3.4	18.8	17.0
External Affairs (n=149)	1.8	0.6	6.6	2.4	3.7	4.0
Administrative Organ. (n=92)	1.8	0.6	3.6	1.3	2.0	2.2
Student Affairs (n=49)	0.5	0.2	2.2	0.8	4.4	4.0
Ceremonial (n=49)	0.1	0.0	2.5	0.9	25.0	31.7

* In the 13 years from 1944-45 to 1956-57 there were a total of 37 meetings: from 1957-58 to 1975-76 there were 56 meetings spread over the 19 years.

** Increase refers to the multiple by which decisions in 1957-58 to 1975-76 increased over 1944-45 to 1956-57.

to a much lesser extent in decisions regarding student affairs, physical plant and business and finance. An indication of relatively fewer decisions appeared in areas of personnel and administrative organizations. This may be cautiously interpreted as an indication of changes in the centralization, or decentralization of decision making the the respective areas, on the basis of comparison with the overall increase in decision-making activity, but such a conclusion must be circumscribed by the overall increase in the number of decisions made. The marked increase of decisions in the "other" category, which largely contained decisions based on reports, can probably be construed as evidence of decentralizing input to the Board, but not of decision-making authority.

The foregoing analysis compared two broad periods of Board decision-making activity. Does a year-by-year analysis of decision making in each subject area confirm the trends?

Relative distribution by subject area. By referencing the present findings against those of Paltridge et al. (1973:31), it was possible to form some comparative conclusions regarding the distribution of Board authority. According to the data in Table 6.2, there were four areas where the Board in the present study made proportionately more decisions than those in the Paltridge study, namely, personnel, external affairs, other (reports) and internal board affairs. The latter area has no direct bearing on

Table 6.2 A Comparison of the Percentage of Decisions Distributed by Subject Area in the Present Study and that Conducted by Paltridge et al. (1973)

Decision Subject Area	Present Study*	Paltridge et al. Study (1973:31)		
		Young Boards 1972 (n=5)	Established Boards (n=14)	
			1964	1972
Personnel	31.6%	23%	19%	21%
Internal Board Affairs	21.9	3	3	4
Business & Finance	12.2	23	24	24
Physical Plant	9.2	19	28	21
Educ. Programs	7.0	16	12	17
Other	7.0	5	3	4
External Affairs	4.9	2	2	2
Admin. Organiz.	2.7	4	3	3
Student Affairs	1.6	3	3	2
Ceremonial	1.9	2	2	2

*Figures in this column came from the 1957-58 to 1975-76 interval of decision making, since it was judged that this period would most closely resemble the period assessed by Paltridge et al.

authority distribution since it included only matters concerning Board functioning; however, it is possible to offer a possible explanation of the significant disparity between the two studies for this item. In the Paltridge study there were a total of 151 board meetings for 14 boards in 1972, with a total of 6814 projected actions (1973:23). In the present study there were 93 meetings, but for 57 of these there were five sessions, each of which was in actuality a meeting by Paltridge standards. Comparatively speaking, then, the present study had a total of 321 sessions (meetings) and a total of 3080 actions. It should be immediately apparent that the increased number of meetings and the lower volume of total actions would increase procedural motions which represented 69.7 percent of the internal board affairs decisions. Returning to the comparison of personnel decisions, it was evident that actions in this area were centralized to a much greater extent than was true of the Paltridige findings. This may be due, in part, to the relative size of the institutions studied, and to the fact that institutions in the Paltridge study were public, rather than private colleges, as was the case in the present study.

Table 6.2 also indicates that there were three subject areas in the present study with a relatively lower decision-making emphasis than found by Paltridge _et_ _al_. This would suggest a relatively greater degree of decentralization by the CBC Board for the areas of business and finance, physical plant, and educational programs. This could be predicted based on the number of meetings per year in the two studies: institutions studied by Paltridge had a mode of 11 meetings per year, while CBC had a mode of three.

The proportion of decisions made by the CBC Board in areas of administrative organizations, student affairs, and ceremonial concerns, was similar to boards studied by Paltridge, but it was not possible to form conclusions as to whether the lack of action in these areas represented considerable delegation of authority of simply fewer number of decisions generally. One might speculate that there are considerable decisions to be made on a campus with respect to student affairs, and to a lesser extent, administrative organizations, thus suggesting a high degree of decentralization of decision-making authority in these areas at Canadian Bible College.

The following is a more detailed analysis of each subject area, with a year-by-year frequency of decisions so historical trends may be analyzed.

Personnel. Within the subject area of personnel decisions, the overall distribution of Board actions, by subclassification, is reported in Table 6.3. Nearly four-fifths (79.1%) of decisions in this area were focused on salary or appointment issues. Figure 6.2 plots the frequency of personnel decisions for 32 academic years from 1944-45

Table 6.3 Frequency of Decisions by Subject Area with Subclassifications

Subject Area/Subclassification	Frequency	% of Subject Area Decisions	% of Total Decisions Made
Personnel			
Salary	424	40.6	13.8
Appointments	402	38.5	13.1
Staff benefits	104	10.0	3.4
Employment conditions	51	4.9	1.7
Professional development	25	2.4	0.8
Dismissals	18	1.7	0.6
Tenure	16	1.5	0.5
Grievance procedure	3	0.3	0.1
Disciplinary action	1	0.1	-
Create a new position	1	0.1	-
	1045	100.0	34.1
Internal Board Affairs			
Board meetings	463	69.7	15.1
Other Board procedures	63	9.5	2.1
Other Board committees	47	7.1	1.5
Standing committees	40	6.0	1.3
Board officers	29	4.4	0.9
Bylaws/Standing orders/Rules& Regulations	22	3.3	0.7
	664	100.0	21.7
Business and Finance			
Audits, spcial financial reports	72	19.8	2.3
Fund raising (development)	59	16.2	1.9
Tuition and fees	44	12.1	1.4
Overall operating budget	40	11.1	1.3
Accounts receivable	37	10.2	1.2
Expenditures	29	8.0	0.9
Budget adjustments/transfers	24	1.6	0.8
Legal matters	23	6.3	0.8
Investments	13	3.6	0.4
Gifts	11	3.0	0.4
Insurance matters	9	2.5	0.3
Fiscal long-range plans	3	0.8	0.1
	364	100.0	11.9
Physical Plant			
Fund appropriations/financing	63	23.0	2.1
Physical long-range development	41	15.0	1.3
Policies/procedures for design & construction of buildings	36	13.1	1.2
Property disposals	34	12.4	1.1
Stages of physical planning	29	10.6	0.9
Buildings/grounds alterations	18	6.6	0.6
Naming of buildings	14	5.1	0.5
Planning functions	12	4.4	0.4
Overall capital budgets	11	4.0	0.4
Awarding of contracts	7	2.6	0.2
Change orders	7	2.6	0.2
Leases	2	0.7	0.1
	274	100.0	8.9

Table 6.3 Frequency of Decisions by Subject Area with Subclassifications Cont'd.

Subject Area/Subclassifications	Frequency	% of Subject Area Decisions	% of Total Decisions Made
Educational Programs			
Current curriculum	96	49.5	3.1
Intrainstitutional programs	33	17.0	1.1
Academic calendar	15	7.7	0.5
Degree program/types offered	13	6.7	0.4
Academic regulations	11	5.7	0.4
Long-range academic plan	9	4.6	0.3
Admission standards/requirements	9	4.6	0.3
Workloads/standards	4	2.1	0.1
Appropriation of program funds	3	1.6	0.1
Cooperative programs	1	0.5	-
	194	100.0	6.3
Other			
Campus reports	86	45.5	2.8
Other reports	53	28.7	1.7
President's reports	28	15.1	0.9
Committee reports	10	5.4	0.3
Other administrative regulation or action	8	4.3	0.3
	185	100.0	6.0
External Affairs			
Local community public relations	58	38.9	1.9
Other	37	24.8	1.2
C&MA Headquarters	20	13.4	0.7
Education Office (C&MA	15	10.1	0.5
Legislature	9	6.0	0.3
Coordinating agencies	7	4.7	0.2
Other state agencies	2	1.3	0.1
Federal government	1	0.7	0.1
	149	100.0	4.9
Administrative Organizations			
Campus governance structures	48	52.2	1.6
Organizational plans	18	19.6	0.6
Delegation of authority	15	16.3	0.5
Creation of new position/office	8	8.7	0.3
Name changes	2	2.2	0.1
Admin. transfer of authority	1	1.1	-
	92	100.0	3.0
Ceremonial Actions			
Appreciations	29	59.2	0.9
Commencement/Convocation	10	20.4	0.3
Commendations	9	18.4	0.3
Awarding other awards	1	2.0	-
	49	100.0	1.6

Table 6.3 Frequency of Decisions by Subject Area with Subclassifications Cont'd.

Subject Area/Subclassification	Frequency	% of Subject Area Decisions	% of Total Decisions Made
Student Affairs			
Scholarships	21	42.9	0.7
Student services	21	42.9	0.7
Codes of conduct/student discipline	4	8.2	0.1
Athletic programs	1	2.0	-
Student government	1	2.0	-
Student extra-curricular organizations	1	2.0	-
	49	100.0	1.6

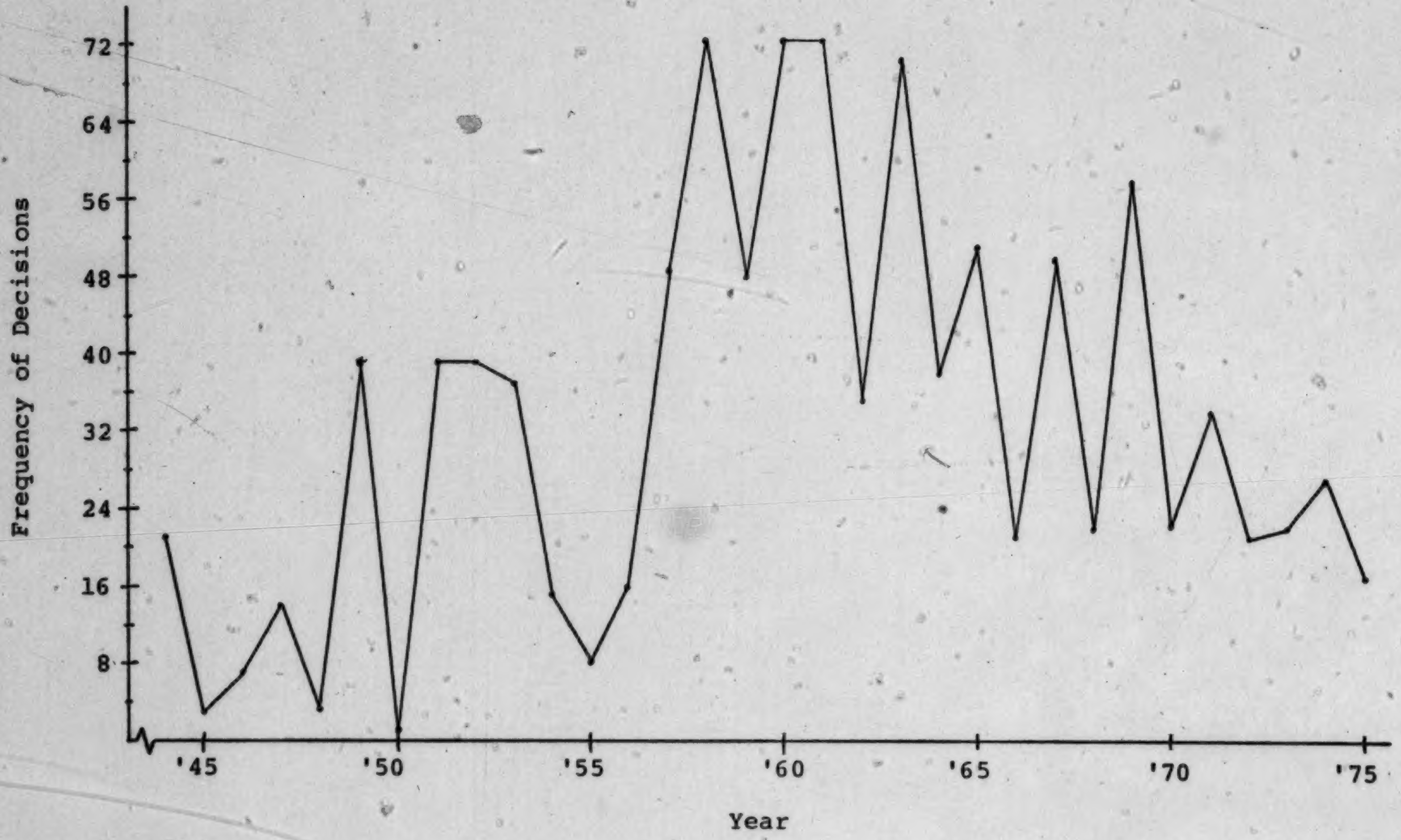


Figure 6.2 Frequency Distribution of Personnel Decisions by Academic Year (Sept-Aug)

through 1975-76.

With regard to Figure 6.2, it should be noted first that the general slope of the curve is very similar to that of the profile for total decisions reported in Figure 6.1. There appears to be decreasing attention to personnel issues following the peak in 1958-59. This would support the earlier finding of proportionately fewer decisions being made in this area than the mean for all decisions. With this subject area consuming 34.1 percent of all Board decision making, 27.1 percent of all policy decisions and 57.8 percent of all administrative-level decisions, it was evident that there has been very little decentralization of authority in matters related to personnel decisions. There is, nevertheless, evidence to suggest that the Board is beginning to spend a smaller percentage if its time on personnel decisions, which may indicate the initial stages of a trend to decentralize such decisions. Since 1975-76, the hiring of non-professional support personnel has been conducted solely at an administrative level within budgeted guidelines, confirming the tendency toward decentralized personnel decision making. Undoubtedly this has come about partially because of the increasing size of the College and its personnel.

Internal Board affairs. From a total College perspective, discussion of the delegation of authority in this area of decision making has no relevance, if meaning at all. It is included, however, for comparison with other subject areas. From Table 6.3 it is apparent that 69.7 percent of all decisions in this area have to do with Board meetings (including parliamentary procedure, setting dates, times, etc.). Figure 6.3 indicates that there has been a gradual increase over time in the frequency of these decisions, with an indication since 1969-70 that a plateau has been reached and there may even be a dropping off in attention devoted to such items.

Business and finance. The distribution of business and finance decisions among the subclassifications is shown in Table 6.3. Although one-fifth of the decisions involved an audit or special financial report, it is instructive to note that subtracting the annual motion receiving the audited financial report for the 24 years in which such a motion was made, reduces the 72 decisions in this category to 48. This means a remainder of only 1.5 decisions per year in this category; thus, the volume of decision making in this, the largest subclassification, was not high.

There were two distinct phases in business and finance decision making, as indicated in Figure 6.4, which is reflective of the overall pattern reported in Figure 6.1. The mean number of annual actions involving business and finance prior to 1957-58 was 4.1, while from 1957-58 on the average jumped to 16.4 per year. This represented a mean increase of four times as many decisions per year compared

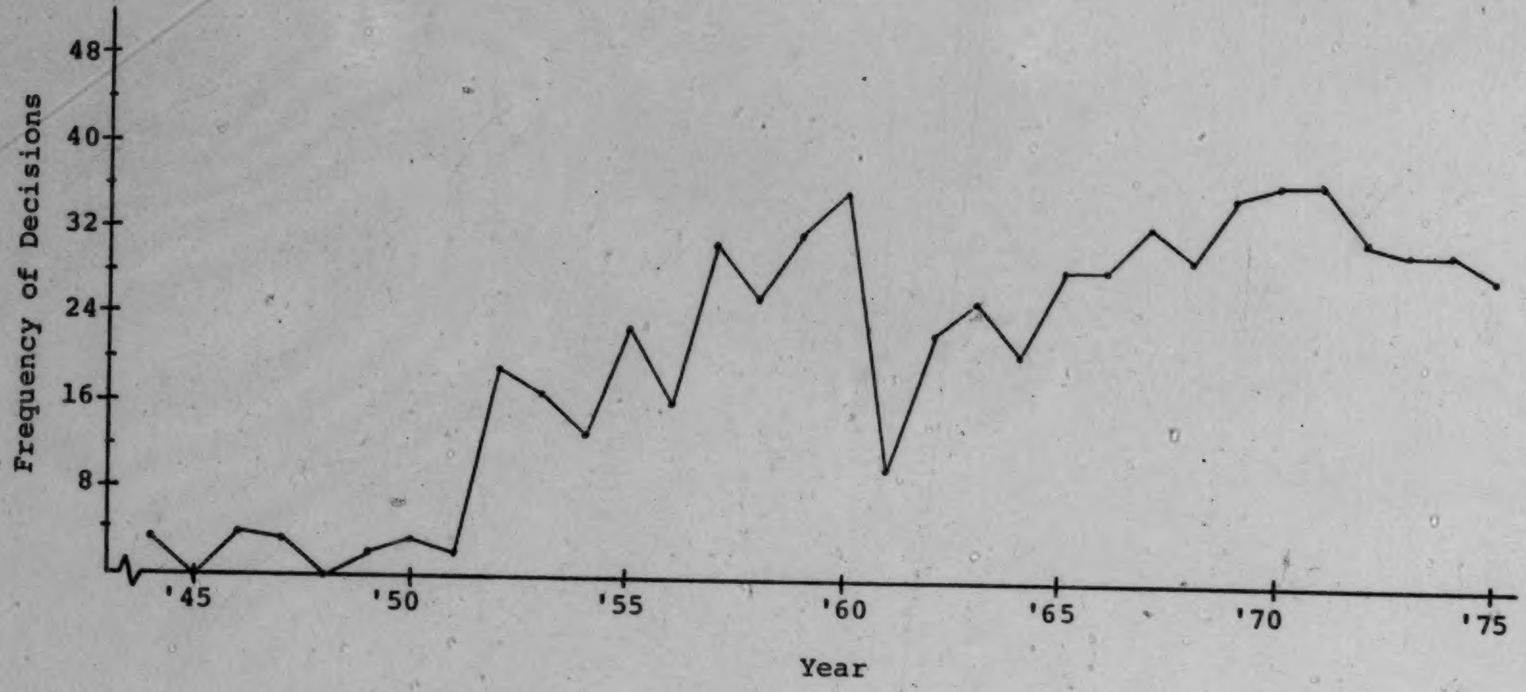


Figure 6.3 Frequency Distribution of Internal Board Decisions by Academic Year

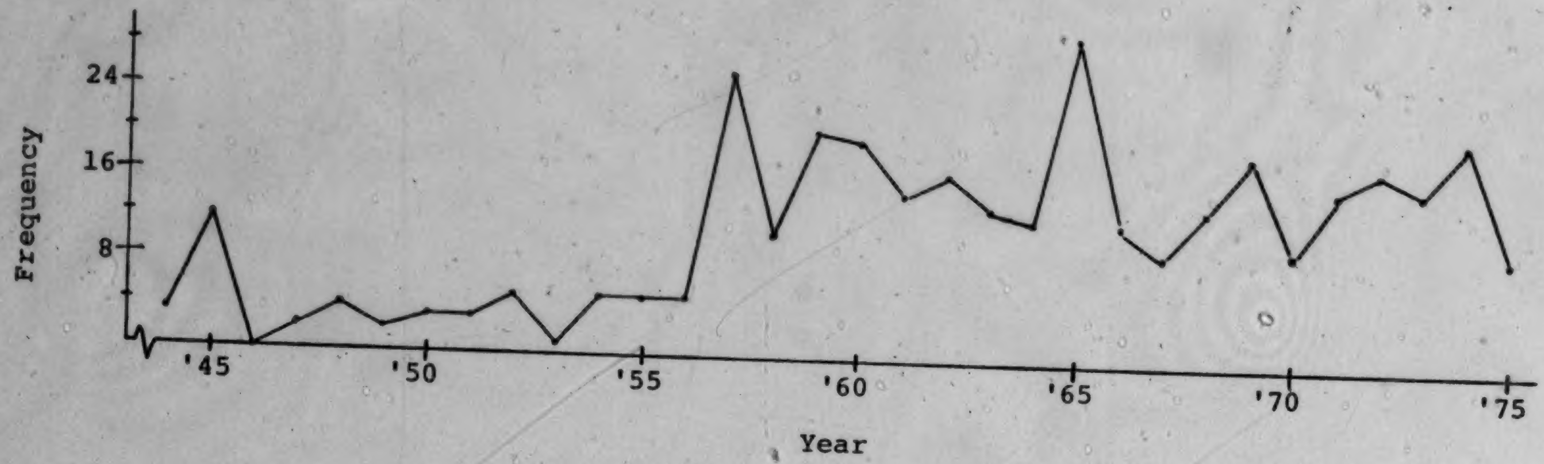


Figure 6.4 Frequency Distribution of Business & Finance Decisions by Academic Year

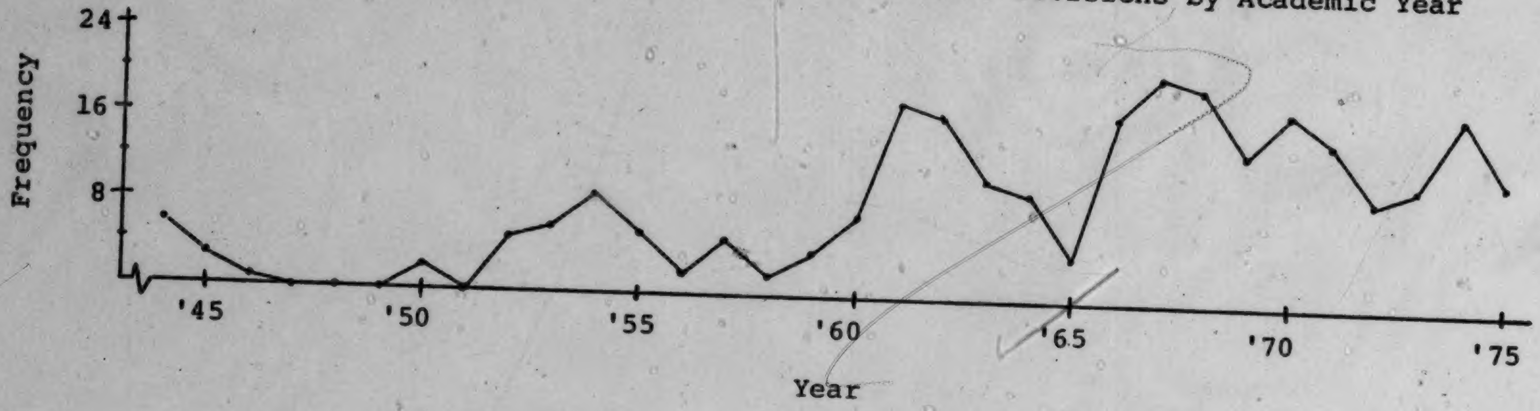


Figure 6.5 Frequency Distribution of Physical Plant Decisions by Academic Year

with the overall mean increase of 3.4 times as many decisions following 1956-57. Relative to the overall decision-making pattern, the proportion of business and finance decisions made by the Board increased in 1957-58, but since that time there has not been a noticeable trend for either increased or decreased decision making in this area. This feature could be attributed to the fact that 1956 marked the year of campus relocation.

Physical plant. According to Table 6.3, 48.9 percent of all physical plant decisions pertained to financial and business aspects, with nearly one-quarter (23.0%) of all physical plant actions focused on fund appropriations and/or authorization for revenue bonds and/or other financing. By combining all business and finance decisions in the category with those under the previous subject area, 16.2 percent of Board decision making concerned business and financial matters, of which just over one quarter related to physical plant.

From the profile of decisions by year in Figure 6.5, two phases can again be distinguished, though not as marked as in the previous subject areas. Using the 1956-57 dividing point, it is evident that physical plant decisions did not increase until 1961-62. Nevertheless, the mean number of annual decisions in this subject area prior to, and following 1956-57 were 3.1 and 12.3 respectively, an increase of nearly four times the earlier mean (Table 6.2).

Since the College campus has relocated twice, and unsuccessfully attempted a third time, it is conceivable that the frequency distribution would have reflected those critical periods. There appears to be some support this in each case. It was assumed that prior to the year of actual relocation, and perhaps beyond it, the frequency of physical plant decisions would rise. The two actual relocations were effected in the years 1945-46 and 1956-57. In each case the number of Board actions reached a peak prior to the move. The proposed third relocation was to have occurred in 1971-72 and the curve shows its highest peak in the previous four-year interval. Since 1972, the College has been actively involved in a two and one-half million dollar expansion program. Considering the magnitude of this project in relation to previous development, it is perhaps of significance that Board decision making did not reflect a corresponding increase. This may be viewed tentatively as an effort to decentralize physical plant decisions to campus administration, since in the 1973-74 year the College employed for the first time a Vice-president for Administration who supervised the construction project. The general profile of the curve in Figure 6.5 itself would not support a trend to either increased or decreased Board involvement in physical plant decisions.

Educational programs. Overall, Board attention to this area was minimal, representing only 6.3 percent of total decision making. One-half of Board decisions related to educational programs were focused on the current curriculum (Table 6.3). This level of involvement in educational matters undoubtedly reflects delegation of decision-making authority. As indicated in Table 6.2, Paltridge, et al. (1973) found that 17 percent of the actions of boards was devoted to educational programs. It is not likely presumptuous to assume that a considerable number of decisions have been made at the College in this subject area, even though Board involvement was minimal, thus reflecting considerable delegation of authority.

The year-by-year profile of educational program decision making in Figure 6.6 would suggest a slight increase over time in Board action in this area. Even excluding the two unusual peak years, 1959-60 and 1962-63, the curve reflects the substantial relative increase in overall decision making following 1956-57, with nearly five times (4.8) as many decisions made annually after that date as before. When the two exceptional years are included, the annual average increase climbs to 7.8 times the pre-1956-57 level.

The years 1959-60 and 1962-63 need special analysis to explain the significant deviation from the general shape of the curve in Figure 6.6. In both cases there was a disproportionate number of decisions in the area of current curriculum: in 1959-60 22 out of 30 decisions were in

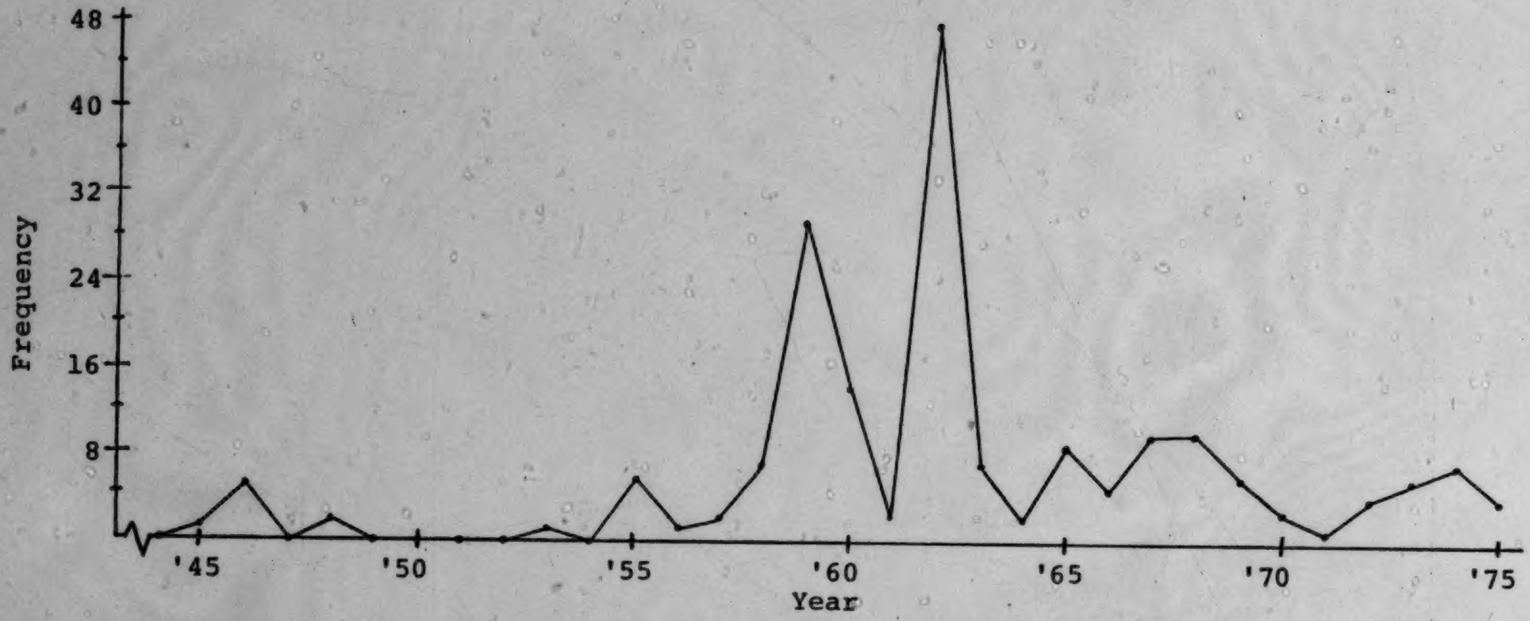


Figure 6.6 Frequency Distribution of Educational Programs Decisions by Academic Year

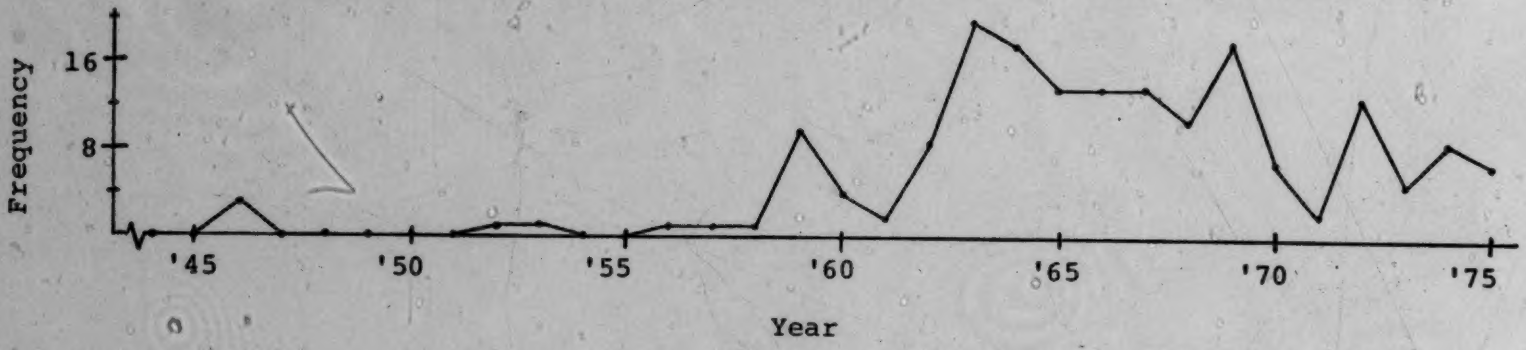


Figure 6.7 Frequency Distribution of "Other" (Report) Decisions by Academic Year

current curriculum, and in 1962-63 this subclassification claimed 42 of the total 48. For both of these years, the Board considered curriculum revisions submitted by the faculty (March 1960 and October 1962). Later curricular revisions (May 1966, September 1969) were expedited with considerably less formal attention by the Board, as reflected in the few decisions in those years related to educational programs.

"Other" decisions. As can be seen in Table 6.3, this subject area was used primarily for decisions regarding reports of various kinds. The fact that nearly as many decisions were made in this area as for educational matters lends support to the assumption that there was considerable delegated decision making in educational matters.

Again the characteristic two phases appear in Figure 6.7 where the frequency of this type of decision is plotted by year. The most striking feature is the change from almost a complete absence of decisions related to reports, to a substantial use beginning 1959-60. Since a new president took office in 1959-60 (he had served in an acting capacity during 1958-59), this change was undoubtedly a reflection of presidential style. The dramatic change cannot be accounted for in terms of the overall increase in the volume of Board decsions alone, since in this area nearly 19 times as many decisions were made annually after 1956-57 than before: this compares to the annual multiple increase of 3.4 for total decisions in all subject areas. The curve however shows a tendency to drop after its peak in 1963-64 which would suggest relatively less emphasis on decisions in this area.

External affairs. Decisions regarding external affairs accounted for 4.9 percent of Board actions (Table 6.3). As the distribution by subclassification shows in Table 6.3, 38.9 percent of these decisions focused on local community (public relations): this category included actions related to organized groups in the community. Decisions related to individuals, parents and unofficial groups were included in the "other" category. Decisions arising from denominational relationships accounted for nearly one-quarter (23.5%) of decisions in this area.

There is a slight trend suggested for the number of external affairs decisions to be declining (Figure 6.8). Although the mean number of yearly decisions increased 3.7 times following 1956-57, the curve in Figure 6.8 records a consistently lower volume of this type of decision after 1968-69. The peak in 1968-69 was due to an exceptional number of Board transactions regarding affiliation with the University of Saskatchewan, Regina Campus (now the University of Regina).

Administrative organizations. Over one-half of the Board actions regarding administrative organizations focused on campus governance structures (Table 6.3). A further 35.9 percent dealt with organizational plans and with the

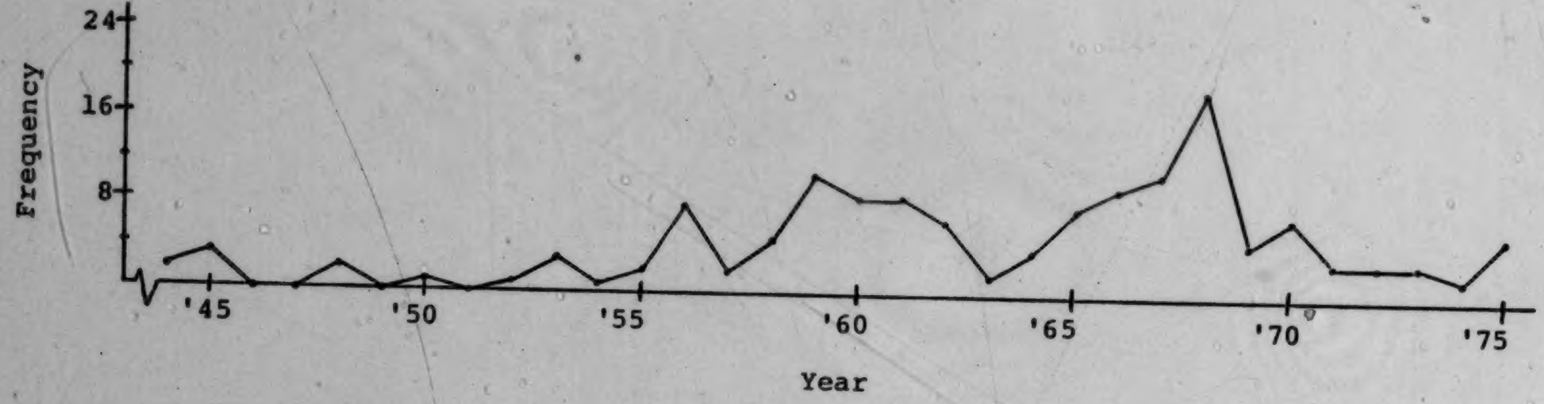


Figure 6.8 Frequency Distribution of External Affairs Decisions by Academic Year

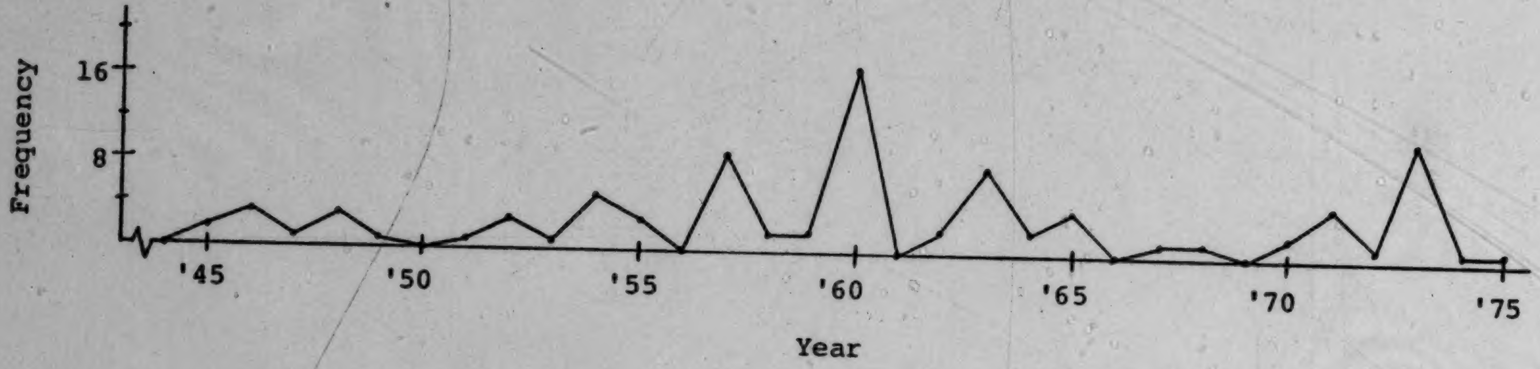


Figure 6.9 Frequency Distribution of Administrative Organization Decisions by Academic Year

delegation of authority. Distributed across the years of Board operation (Figure 6.9), decisions in this subject area reveal no tendency to be on the increase or decrease. The peak year, 1960-61, occassioned the first constitutional revision which substantially increased decisions related to campus governance structures. Likewise in 1973-74, there were more decisions than usual, due again to proposed constitutional revisions.

Since there were only twice as many administrative organization decisions following 1956-57 as before, this subject area received relatively less attention as a decision-making focus than other areas.

Student affairs. Few decisions in this area were made by the Board (Table 6.3), and what actions were taken primarily centered on scholarships (42.9%) and student services (42.9%). As distributed by year, Figure 6.10 records the characteristic increase following 1956-57, albeit, not a large increase; however, there were, on the average, 4.4 times as many decisions after 1956-57 as before.

For this subject area, in similar fashion to educational programs, it is not likely presumptuous to assume a considerable degree of College decision making even though the Board spent little of its time on such matters. It would seem reasonable to expect considerable delegated decision making in issues related to student affairs. This

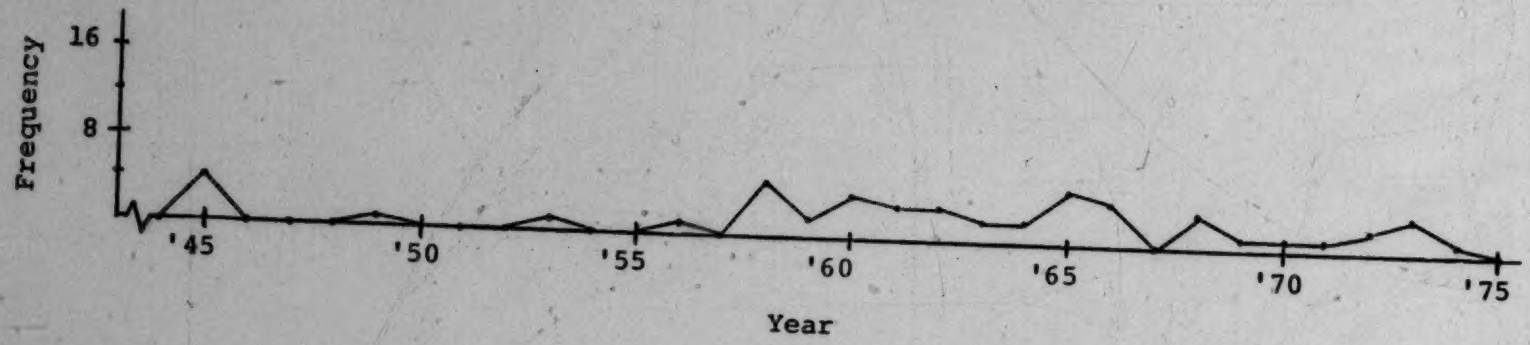


Figure 6.10 Frequency Distribution of Student Affairs Decisions by Academic Year

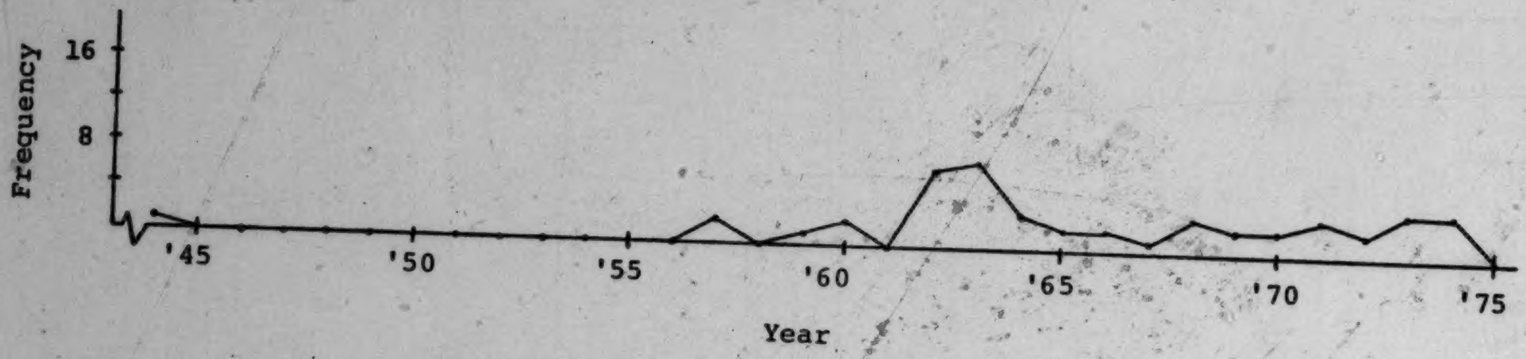


Figure 6.11 Frequency Distribution of Ceremonial Decisions by Academic Year

level of Board involvement is nearly equivalent to the findings of Paltridge, et al. (1973; see Table 6.2) for their university governing boards. The finding that the CBC Board performed the same number of actions in this area as in ceremonial concerns would further support the supposition that much decision making over student affairs had been delegated to campus administration.

Ceremonial. Well over half of the ceremonial actions were expressions of appreciation (Table 6.3), and from Figure 6.11, it is evident that decisions in this area were virutally non-existent until 1957-58. This might be partially explained by noting that even though the Board was formally given authority over the College when it was incorporated by the Saskatchewan legislature in 1949, it was not until 1955 that its first constitution was formally adopted. With a climate of friendly informality which pervaded the meetings of Board members, who were well acquainted with each other, formal expressions of appreciation were likely superfluous. Following 1956-57, there is no suggestion of a tendency to increase or decrease decision making for ceremonial issues.

Summary. From an overall perspective, the CBC Board of Directors, when compared to other boards (Paltridge, et al.: 1973), made proportionately more decisions in the areas of personnel, external affairs and internal board affairs, and fewer decisions on issues concerning educational programs, physical plant and business and finance. The proportion of decisions in all other areas was approximately equivalent. It was suggested that for personnel decisions this likely reflected a reasonably high level of centralization of authority, but a corresponding low degree of centralization for actions affecting educational programs, the physical plant, business and financial matters, and student affairs.

By combining the data from Table 6.2 with that from Figures 6.2 through 6.11, it was possible to conceptualize several possible outcomes regarding the trend to centralize or decentralize decision making in each subject area. First, the curve in Figures 6.2 through 6.11 could have a positive, negative or horizontal slope, and further, this could be different in each of the two predominant phases, 1944-45 to 1956-57 and 1957-58 to 1975-76. Second, the relative increase in decision making in each subject area could be above, equal to, or lower than the overall increase in the post 1956-57 phase of increased decision making. Table 6.4 summarizes the combined findings for the period 1957-58 to 1975-76. This period was chosen since the data were clearly separated by two phases and each phase would require separate analysis. Data from the earlier phase, 1944-45 to 1956-57, was used comparatively as baseline data against which decision-making trends in the subsequent phase were evaluated.

All trends reported in Table 6.4 were not strong;

Table 6.4 Summary of the Historical Trends in Board Decision Making

		Slope of Frequency Distribution Curve After 1956-57 (Phase Two)		
		Positive (Increase in Decisions)	Horizontal (No Change)	Negative (Decrease in Decisions)
Relative Increase in Number of Decisions Following 1956-57 (Phase Two)	Above Overall Mean (Relative increase in decisions)	Educational Programs*	Ceremonial	"Other" (reports) Student Affairs
	Equivalent to Overall Mean (No relative change)		Internal Board Affairs* Business & Finance Physical Plant	External Affairs*
	Below Overall Mean (Relative decrease in decisions)		Administrative Organizations	Personnel

*In these cases there was not a unitary trend but two: thus the overlap of categories.

however, comment may be made on the tentative directions decision making authority has taken. In the post-1956-57 phase, the Board has most shown a tendency to increase its decision making activity in the area of educational programs, though it should be recalled that a very minimal level of Board involvement (6.3% of all decisions) exists in this area. The clearest trend toward decreased decision making was in personnel decisions, and this subject area was the one which had commanded the highest board involvement (34.1% of all decisions).

In five subject areas there was no trend toward increasing/decreasing decision making. Decisions regarding internal Board affairs, physical plant, and business and finance maintained a constant level in proportion to overall decision making. While there was no trend to increase or decrease, ceremonial decisions were proportionately greater in number after 1956-57, and administrative organization decisions were proportionately less in number than the overall mean of decisions made in phase two.

In three final areas there was less convincing evidence of a decline in decision making. External affairs showed a slight tendency to decrease, especially following 1968-69. Decisions regarding reports ("other") and student affairs climbed to an above-average increase in phase two, but the curve had a negative slope, suggesting decreasing numbers of decisions in those areas.

The foregoing analysis has been discussed primarily in terms of increasing or decreasing involvement in decision making for the various areas, but can anything be concluded regarding centralizing or decentralizing of decision making? If one accepts that in a growing college there will be an increasing number of decisions to be made, and if the number of annual board meetings does not increase (as has been the case at CBC), one can hypothesize by inference about centralization/decentralization of decision making. It might be suggested that if there was no trend to increase or decrease decision making, or if there was a decline in decision making, that this could be construed as evidence of greater decentralization, since the presumed number of decisions to be made would increase in direct proportion to college size. If there were a trend to increase decisions, however, one could only hypothesize that this was evidence of increasing centralization if the total number of decisions was held constant. A look at Figure 6.1 will confirm the fact that following the dramatic increase of decision making in the interval of 1956-57 through 1960-61, the general slope of the curve reveals a general decline in the frequency of total decisions made. It was therefore possible to hypothesize that trends to increase decision making in the post 1956-57 phase would indeed be indications of increasing centralization.

The suggestions from the foregoing data analysis therefore allow the conclusion that there has been a trend to centralize decisions in the area of educational programs, and a trend to decentralize personnel decisions. There was slight suggestion of decentralization of decisions in areas of external affairs, student affairs, and "other" (reports), though the trend was weak.

Board Decision Making by Decision Level

The second source of evidence bearing on the distribution of Board authority for decision making came from an analysis of the historical emphasis of the Board on the level of decisions which occupied their time. Three levels of decisions were coded, namely, policy, administrative and working levels. The proclivity of the Board to increase/decrease actions at any of these levels over time was anticipated to generate supporting evidence for delegation or centralization of authority.

Board deliberations have been predominantly focused on administrative decisions (69.4%) over its history, while nearly one-quarter (24.1%) of its actions have been at the policy level. A small proportion (6.5%) have been working-level decisions. Paltridge, et al. (1973:38) found a very different distribution with the 19 boards in their study. For them, Level I decisions (comparable to the policy-level in the present study) accounted for 7.5 percent while Level II (administrative-level) and Level III (working-level) accounted for 36.7 and 41.9 percent respectively. The CBC board has clearly spent substantially more time on policy- and administrative-level decisions, and substantially less on working-level decisions. This may largely be accounted for in that a modal number of boards studied by Paltridge, *et al*. met eleven times a year, while the CBC Board rarely met more than three times annually.

The relative relationship of the number of decisions at each of the three levels has remained fairly consistent over the Board's history. In Table 6.5 there is a comparison of the increase at each level following 1956-57, the critical year dividing the two phases of decision making at the College. The multiples by which each decision level increased in the post-1956-57 phase were approximately equal whether analyzed on an annual, or per-meeting basis; thus, their relative positions remained unchanged. Figure 6.12 plots the frequency of decisions yearly by level. Administrative-level decisions showed a declining trend following 1962-63 while the general slope of the curves for policy- and working-level decisions remained basically horizontal. Since both the curve for administrative-level decisions, and the curve of total decisions (Figure 6.1) showed a gradual decline after 1960-61, the horizontal position of the other two profiles is slightly suggestive of a trend to increase their frequency relative to administrative decisions. Since 69 percent of all working-level decisions (Table 6.2) were concerned with internal

Table 6.5 Mean Number of Annual and Per-Meeting Board Decisions by Decision Level Prior to, and Following, 1956-57

Decision Level	Mean Number of Board Decisions				Increase**	
	1944-45 to 1956-57		1957-58 to 1975-76			
	Annual*	Per-Meeting*	Annual	Per-Meeting	Annual	Per-Meeting
Policy (n=528) 24.1%	8.6	3.0	21.9	7.4	2.6	2.5
Administrative (n=1518) 69.4%	22.5	7.9	64.5	21.9	2.9	2.8
Working (n=142) 6.5%	2.0	0.7	6.1	2.1	3.0	3.0
Total (n=2188)	33.1	11.6	92.5	31.4	2.8	2.7

* In the 13 years from 1944-45 to 1956-57 there were a total of 37 meetings: from 1957-58 to 1975-76 there were 56 meetings spread over the 19 years.

** Increase refers to the multiple by which decisions during 1957-58 to 1975-76 increased over the period 1944-45 to 1956-57.

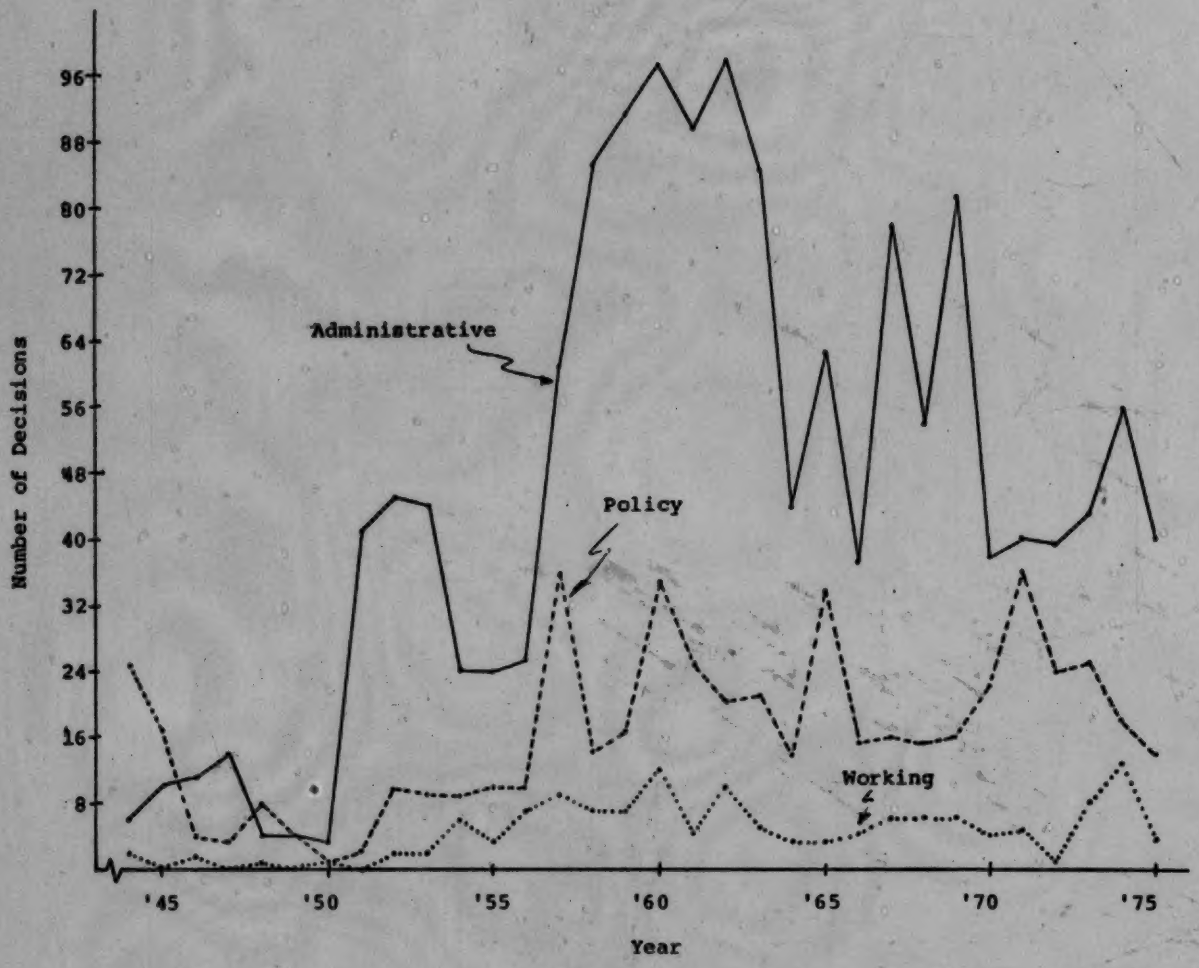


Figure 6.12 Frequency Distribution of Decisions by Level, by Academic Year

Board affairs, and actions in that subject area were of little practical consequence to the issue of delegation of decision-making authority, it is not unreasonable to consider the relative shifts in only administrative and policy decisions. A declining number of administrative-level decisions coupled with an approximately constant level of policy decisions would support the suggestion of a slight trend toward the decentralizaing of administrative issues since 1962-63.

Timing of Board Decisions

The most direct evidence available on the issue of Board delegation of decision-making authority came from the analysis of the temporal sequencing of Board action. Each decision made by the Board was assessed to determine if it preceeded or followed administrative execution of the matter under consideration. It was assumed that decisions made after administrative execution would indicate delegated authority. Of all decisions for which timing could be assessed, 6.1 percent were of the type which followed action already taken by College administrators: this represented 4.3 percent of all decisions made by the Board.

As Figure 6.13 shows, there were five years with what appears to be an uncharacteristically high number of decisions made after the fact (in effect a ratification of action already taken). Further analysis of these five years revealed that in four cases over two-thirds of the decisions

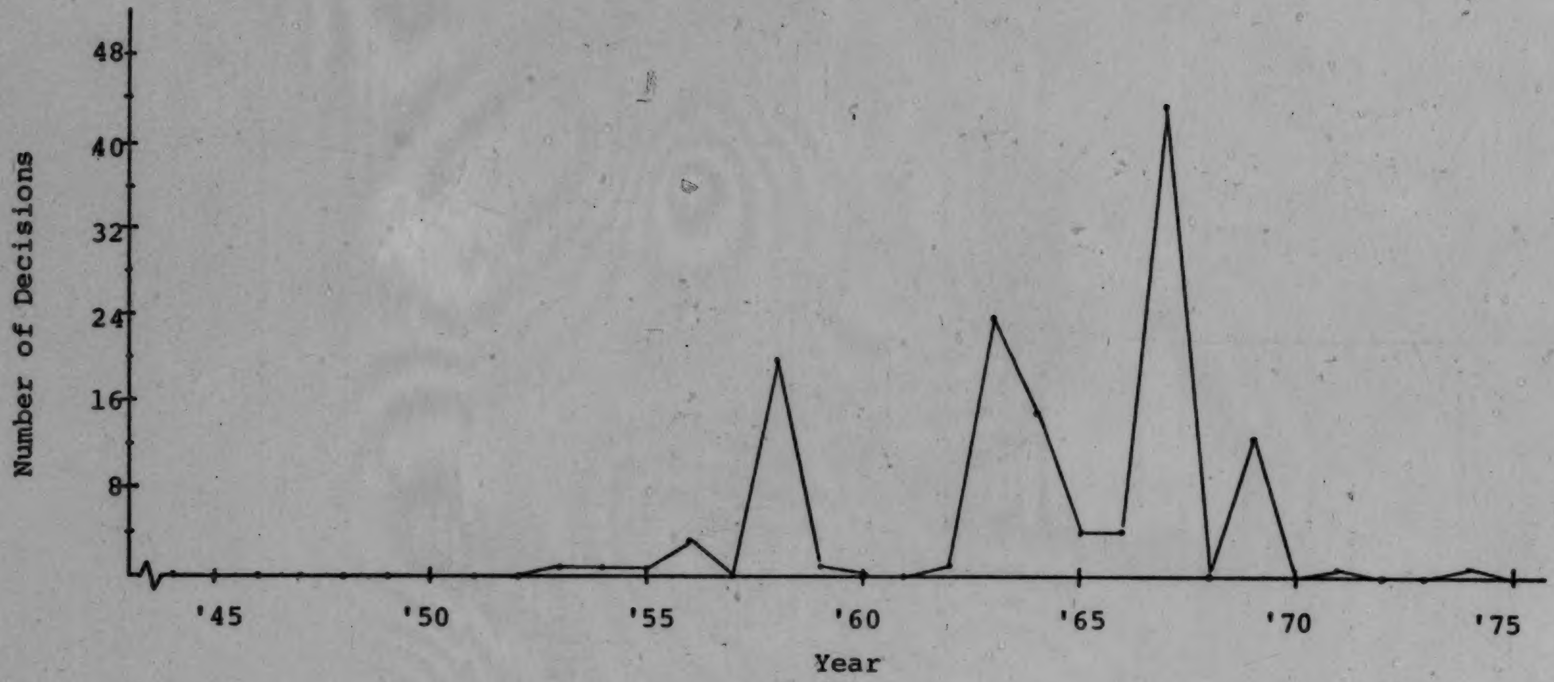


Figure 6.13 Frequency Distribution of Board Decisions Made Following Administrative Execution, by Academic Year

made were personnel-related, primarily concerned with appointments. In the fifth case, 1969-70, there was no subject area which had a disproportionately high number of decisions.

Collapsing the years, Table 6.6 portrays the percentage distribution, by subject area, for decisions made following administrative execution. The finding that 77.3 percent of decisions made after-the-fact were personnel related must temper slightly the earlier conclusion that in this subject area the Board exercised most control. However, it can be said that such action on personnel decisions appeared to be more erratic than systematic, and only concerned 12.6 of all personnel decisions.

After personnel decisions, the three areas for which the percentage of after-the-fact decisions was highest were physical plant, business and finance, and educational programs. Since these same three areas were ones in which the proportion of decisions was considerably less than boards studied by Paltridge (Table 6.2), there is added weight to the suggestion of greater delegation of authority in these areas by the CBC Board.

Summary

In summarizing how the CBC Board of Directors has historically distributed is decision-making authority, several conclusions were possible.

1. When compared to similar studies of other boards, the CBC

Table 6.6 Percentage of Decisions Made After-the-fact, by Subject Area

Subject Area	Percentage
Personnel	77.3*
Physical Plant	8.3
Business & Finance	6.1
Educational Programs	5.3
Student Affairs	1.5
External Affairs	0.8
Administrative Organization	0.8
Internal Board Affairs	--
Other (reports)	--
Ceremonial	--
Total (n=132)	100.0

*57.6% were appointment, and 18.9% were salary decisions

Board spent proportionately more of its time making decisions about personnel and external affairs issues. This would suggest greater centralization than other boards.

2. When compared to other boards, the CBC Board spent proportionately less time on matters of business and finance, physical plant and educational programs. This would suggest greater decentralization of decision making in these areas.

3. The post-1956-57 decision-making phase indicated a trend to decentralize personnel decisions, and to a lesser extent, administrative organization matters. Personnel decisions have historically been characterized by substantial centralization.

4. The post-1956-57 decision-making phase indicated a trend to centralize educational programs decisions, even though such decisions are already considerably decentralized.

5. There was a slight suggestion of a trend to decentralize decisions in areas of external affairs and student affairs.

6. No general trends were observed for decisions regarding internal Board affairs, business and finance or physical plant. The latter area appears to have had a considerable degree of decentralization already.

7. There is some indication that the decentralization of decision making is occurring for administrative-level decisions, while the frequency of policy-level decisions is remaining constant, relative to the other levels.

In the preceeding section, evidence about the distribution of decision-making authority by the CBC Board of Directors was obtained from a documentary analysis of Board minutes. It was a retrospective look into the history of Board functioning. In the following section, the issue of the distribution of Board decision-making authority was assessed according to the perceptions and preferences of various groups who responded to a questionnaire.

Questionnaire Respondents

Data germane to the remaining research questions in this section came from questionnaire responses; thus, before that data is analyzed, a profile of questionnaire respondents is given.

As displayed in Table 6.7, there was a return rate of 55.2 percent on mailed questionnaires of which 5.6 percent were unusable. The criteria set in chapter four for determining sample size were met for all respondent groups except two. There was less than a ten percent response from students (non-leaders) and from financial supporters. In the former case, there was one less than 30 in the respondent group. Since the "financial supporters" had a disproportionate effect on the average rate of return, eliminating that category raised the return rate to 65.0 percent.

Sex

The ratio of men to women respondents was 2.4 to one.

Table 6.7 Comparison of Frequency Distributions of Population, Sample and Respondents

	Population	Sample		Respondents	
Current Board Members	16	16	(100.0)*	10	(62.5)*
Former Board Members	48	48	(100.0)	32	(66.7)
Administration	13	13	(100.0)	13	(100.0)
Faculty	19	19	(100.0)	14	(73.7)
Staff	23	23	(100.0)	19	(82.6)
Students (Non-leaders)	292	58	(19.9)	29	(9.9)
Student Leaders	25	25	(100.0)	19	(76.0)
President's Council	341	102	(29.9)	50	(14.7)
Alumni	626	125	(20.0)	79	(12.6)
Financial Suuporters	2657	500	(18.8)	196	(7.3)
Total	4060	929	(22.9)	461	(11.4)
Disqualified Returns				52	(1.2)
Total Returns				513	(12.6)

* Figures in parentheses represent percentage of the population.

In many respondent categories the distribution was markedly skewed with a preponderance of men; however, it should be noted that in each case, except for financial fupporters and alumni, the disparity was also reflected in the population from which the sample was drawn.

Age

Apart from a slight bimodal effect due to the disproportionate number of students in the 17-24 age range, the age of rerspondents was normally distributed around the modal category of 40-49 years of age. Nearly one-fifth (18.5%) of the respondents were under 25, while 46.2 percent were under 40 years of age. Those over 60 years accounted for 12.9 percent.

Location of Home Residence

As indicated in chapter four, the designation of home residence was structured to reflect the C&MA denominational organization in Canada. Accordingly, 38.9 percent of respondents came from British Columbia and Alberta. The 33.9 percent from Saskatchewan and Manitoba brought the total from Western Canada to nearly three-quarters of the sample (72.8%). This was reflective of the relative numerical strength of supporting churches in the west. A further fifth (20.2%) were from Eastern Canada, and 6.5% from the United States.

Occupational Category

Slightly more than 57 percent of the respondents described themselves as having occupations other than clergy or professional. This category included all students. A further 17.0 percent identified their vocation as clergy, while another quarter (25.8%) had professions other than clergy. The largest respondent group, financial supporters had nearly twice as many non-professionals as professionals, while alumni were divided almost equally on the two dimensions.

Education

The distribution of highest level of formal education attained by respondents indicated that nearly 60 percent had not obtained a first degree from college or university. About one-fifth (19.3%) had the first degree, while 11.4 percent had achieved a postgraduate degree at the masters or doctoral level. One-third of this latter group were College faculty and administration. Only one-fifth of alumni respondents had formal education beyond their baccalaureate degree. It is of interest to note that the modal category of financial supporters were those who had "some, or no high school."

Political Ideology

When respondents' views regarding their own political ideology were summarized, nearly two-thirds (59.9%) registered a conservative orientation and an additional 32.6

percent who were self-proclaimed moderates. Two predominanant patterns emerged from the data which, with one exception, fell into an in-College, and an out-of-College distinction. With the exception of student leaders, the modal category for respondent groups within the College was "moderate" while the modal category for those outside the College and for student leaders was "conservative."

Existing and Preferred Distribution of Decision-Making Authority: In-College Respondents

In this section, the research questions to be addressed were concerned with the perceptions of in-College respondents to the present distribution of decision-making authority, as well as their preferences for its distribution. Further, the issue of perceived legitimacy of the present distribution was investigated. The designation, "in-College respondents," referred to any who currently had an active role in the College, and included current Board members, administrators, faculty, non-academic staff, students and student leaders.

Respondents were asked to identify who they perceived was (and should be) exercising major authority in making each decision, with the possibility of indicating up to a maximum of three from seven specified groups. This type of response allowed for two basic analyses. In the first, the mean percentage of times various alternatives were chosen were compared for each respondent group. This permitted an identification of which group was perceived to be (preferred to be) exercising major decision-making authority in relation to other groups. The mean percentages were reported to allow comparisons between respondent groups which were not the same size. The second analysis conceptualized the alternative responses as being on a centralization-decentralization continuum, so that computing a mean response for each decision would allow an identification of the "actual" and "preferred" locus of decision making on that continuum. Differences between the actual and preferred mean locus would indicate desires of respondents to increase or decrease the centralization of decision making for the items considered.

Profiles of Decision-Making Authority

Respondents were requested to identify whom they felt was actually exercising major authority, and whom they would prefer to be exercising that authority, on 60 decision items. They could choose up to a maximum of three from the following alternatives: no one; external constituents; students; clerical, maintenance and support staff; faculty; administration; and Board members. The following series of profiles indicates the mean percentage of times a particular group was chosen.

Profile by decision-level. When in-College respondents evaluated policy-level decisions (Table 6.8), a clear pattern emerged. For both the "actual" and "preferred"

Table 6.8 Proportional Distribution of Groups Exercising Major Authority in Policy Decisions, as Perceived/Preferred by In-college Respondents

	Groups Exercising Major Authority (Mean Percentage)							
	Inadequate Knowledge	No one	External Constituents	Students	Non-academic Staff	Faculty	Administration	Board
	Current Board Members (n=12)							
Actual	12.50	0.83	4.58	2.50	4.58	30.00	75.00	65.00
Preferred	0.0	0.0	13.33	5.42	4.58	33.33	84.58	78.33
	Administrators (n=13)							
Actual	8.46	3.46	1.92	0.77	1.15	19.23	73.46	44.62
Preferred	0.38	0.0	6.92	3.08	1.54	33.85	85.00	70.38
	Faculty (n=14)							
Actual	13.93	7.50	0.36	1.43	1.43	17.86	70.71	48.93
Preferred	0.0	0.0	5.00	7.14	2.86	41.07	83.21	68.93
	Non-academic Staff (n=19)							
Actual	25.00	0.53	1.32	0.79	2.63	15.79	52.37	46.32
Preferred	4.74	0.0	8.16	8.95	9.21	29.74	73.16	61.32
	Students (n=29)							
Actual	15.52	0.34	6.90	3.62	3.79	23.62	68.79	57.76
Preferred	2.24	0.17	15.17	17.76	5.34	32.41	71.55	55.17
	Student Leaders (n=19)							
Actual	21.58	0.79	6.05	0.79	1.84	22.37	62.37	56.84
Preferred	2.89	0.26	10.26	13.95	4.47	33.16	78.64	67.89

Note: Each respondent was permitted a maximum of three choices per decision, so the row totals could reach a maximum of 300%.

distributions, administrators were most frequently chosen, followed by Board members, then faculty. This suggested that administrators were perceived to be actually exercising major authority in policy-level decisions most often, but also preferred to be by every respondent group. Even current Board members perceived and preferred this to be the case. Since Board members would be expected to prefer major involvement in policy-level decisions, even if such were not the case in practice, this finding is somewhat unexpected. Perhaps the fact that the Board meets only three times a year contributed to this attitude. Administrators were chosen, on the average, 13.9 percent (actual) and 12.4 percent (preferred) more often than Board members, while the latter were chosen an average of 31.8 percent (actual) and 33.1 percent (preferred) more often than faculty for exercising major authority in policy decisions.

Some additional features in Table 6.8 deserve attention. The only instance (excluding "inadequate knowledge" and "no one" categories) that the percentage of preferred involvement dropped below the actual was students' preferences for Board member involvement in policy decision making, though this difference was not significant. When various groups evaluated their own involvement, the increase in preferred over actual involvement was greatest for faculty (23.2%) and least for staff (6.6%). Somewhat unexpected was the finding that College staff registered the highest percentage (25%) of inadequate knowledge on which to judge actual decision-making involvement: this was greater than students and student leaders.

Turning next to decisions at the administrative level (Table 6.9), a basically similar pattern emerged as with policy-level decisions. For perceptions of actual involvement, administrators were chosen most often, followed by Board members then faculty. Preferred levels of exercising major authority found administrators on top followed by Board, then faculty, in all but two cases. For these two situations, faculty and staff registered slightly higher preferences for faculty than Board members after administrators.

The respective gaps between the administrator-Board and Board-faculty involvement found the Board and faculty to be chosen approximately the same percentage of times. Board members were chosen a mean of 7.1 percent more than faculty for actual decision making involvement, and a mean of 5.3 percent more than faculty for preferred involvement. On the other hand, administrators' exercise of major authority was seen a mean of 37.2 percent above the Board's for actual involvement and a mean of 41.3 percent above the Board for preferred involvement.

A consideration of how respondents evaluated their own role again found faculty with the highest increase of preferred over actual major involvement (17.8%), but Board

Table 6.9 Proportional Distribution of Groups Exercising Major Authority in Managerial-Level Decisions, as Perceived/Preferred by In-college Respondents

	Groups Exercising Major Authority (Mean Percentage)							
	Inadequate Knowledge	No one	External Constituents	Students	Non-academic Staff	Faculty	Administration	Board
Current Board Members (n=12)								
Actual	15.83	2.50	3.33	4.58	5.42	25.42	75.42	41.67
Preferred	0.83	0.0	9.17	8.33	6.67	27.92	89.17	50.00
Administrators (n=13)								
Actual	8.85	2.31	0.77	1.92	3.46	23.85	78.46	30.77
Preferred	0.0	0.0	5.00	5.00	8.08	35.00	90.77	43.85
Faculty (n=14)								
Actual	18.93	7.14	0.71	2.14	4.29	22.86	70.71	27.14
Preferred	1.07	0.36	3.93	10.71	5.00	40.71	85.71	40.36
Non-academic Staff (n=19)								
Actual	30.26	1.32	0.79	1.32	4.47	19.21	50.53	24.21
Preferred	7.89	0.0	4.21	9.21	13.68	36.05	73.42	35.53
Students (n=29)								
Actual	16.90	0.0	2.76	5.17	7.59	28.97	73.10	33.62
Preferred	3.79	0.34	9.14	18.62	11.03	36.21	75.52	36.55
Student Leaders (n=19)								
Actual	19.74	2.10	1.84	5.00	4.74	26.84	64.21	32.10
Preferred	3.16	0.0	5.00	20.53	7.89	37.89	79.21	39.47

Note: Each respondent was permitted a maximum of three choices per decision, so the row totals could reach a maximum of 300%.

members reflecting the lowest change (8.3%). Non-academic staff again registered the highest percentage response for inadequate knowledge (30.3%) on which to judge the actual exercising of major authority in administrative-level decision making.

When respondents evaluated working-level decisions (Table 6.10), administrators were again chosen most frequently as having actual and preferred major authority in decision making. However, faculty were the second most frequently chosen, in all but one instance, over Board members: students identified a slightly higher percentage of actual Board involvement than faculty. Once again, the faculty and Board were chosen approximately the same percentage of times (faculty over Board a mean of 2.9% for actual, and 8.4% for preferred), but both considerably below the response to administrators (administrators over faculty a mean of 46.1% actual and 44.4% preferred).

Faculty again registered the highest increase (16.7%) of preferred over actual involvement for themselves in decision making, and Board members the lowest increase (5.8%) for their own preferred involvement. Staff members again registered the highest percentage (26.6%) of inadequate knowledge on which to make judgments of who was exercising major authority in working-level decisions.

Statistical tests were used to assess the degree of association (lambda) and difference (analysis of variance

Table 6.10 Proportional Distribution of Gorups Exercising Major Authority in Working-level Decisions, as Perceived/Preferred by In-college Respondents

	Groups Exercising Major Authority (Mean Percentage)							
	Inadequate Knowledge	No one	External Constituents	Students	Non-academic Staff	Faculty	Administration	Board
Current Board Members (n=12)								
Actual	12.92	0.83	5.00	4.17	7.92	27.92	79.17	25.83
Preferred	0.42	0.0	9.17	5.00	8.33	32.50	90.00	31.67
Administrators (n=13)								
Actual	5.38	1.15	1.15	0.77	6.15	23.46	80.38	16.54
Preferred	1.54	0.38	3.85	3.85	10.77	37.31	86.92	28.46
Faculty (n=14)								
Actual	13.57	1.43	2.50	0.71	6.43	21.43	76.07	18.57
Preferred	1.07	0.0	5.00	3.93	10.36	38.21	85.36	23.21
Non-academic Staff (n=19)								
Actual	26.58	0.26	1.58	0.26	7.63	21.84	55.26	15.79
Preferred	6.32	0.26	3.95	6.05	15.53	37.37	73.16	25.00
Students (n=29)								
Actual	15.69	0.17	3.79	2.59	8.79	29.14	71.21	29.66
Preferred	3.45	0.69	10.00	17.41	13.28	35.52	72.07	29.83
Student Leaders (n=19)								
Actual	21.05	0.26	3.42	2.10	6.32	25.53	63.95	25.26
Preferred	3.42	0.26	8.42	15.00	9.21	37.89	77.89	31.32

Note: Each respondent was permitted a maximum of three choices per decision, so the row totals could reach a maximum of 300%.

and Scheffe test) between group responses. When frequency distributions were analyzed, using lambda as a measure of association for nominal data, its value never exceeded 0.05, thus indicating that no substantial reduction in error was possible by knowing which respondent group was being considered: the modal category was the best predictor of response for all decision levels. When the mean responses of groups were compared (this aspect will be discussed more completely later) for both "actual" and "preferred" dimensions, there were no statistically significant differences ($p \leq 0.05$) between any of the in-College groups when responses were compared by decision level.

The implication of these findings is that when responses were compared by decision level, all in-College respondent groups may be considered to have given similar judgements of the actual and preferred distribution of decision-making authority: there was a homogeneity of perception and preference.

In summary, several general observations were possible regarding the exercising of major authority in decision making when decision level was analyzed:

(1) major decision-making authority was perceived and preferred to be concentrated in three groups, namely, administrators, Board members and faculty;

(2) administrators were selected most often as having actual and preferred involvement regardless of the decision level,

and this was identified in an increasing amount from policy- through administrative- to working-level decisions;
(3) the second most frequent choice (actual and preferred) was generally Board members for policy- and administrative-level decisions, and faculty for working-level decisions;
(4) the third most frequent choice (actual and preferred) was generally faculty for policy- and administrative-level decisions, and Board members for working-level decisions;
(5) the percentage of times faculty or Board members were chosen for administrative- and working-level decisions were generally equivalent;
(6) faculty consistently registered the highest increase of preferred over actual involvement for themselves in decision making at all levels, while staff indicated the smallest increase for themselves in policy decisions, and Board members the smallest for themselves in administrative- and working- level decisions; and,
(7) College staff registered the highest level (approximately 25%) of "inadequate knowledge" to judge the actual distribution of authority of any respondent group, for all decision levels.

Profile by subject area. This profile assessed the exercise of major authority in decision making for nine subject areas, collapsing the decision level: personnel, student affairs; business and finance; physical plant; external affairs; internal Board affairs; administrative organization; ceremonial; and, educational program decisions. These were the same areas assessed in the documentary analysis of Board minutes earlier in the chapter. What is reported here are the major features and the differences in profile from that reported earlier under the discussion on decision level.

When analyzed by subject area, lambda values for the frequency distributions, which crosstabulated respondent groups by groups exercising major decision making authority, never exceeded 0.05, indicating that the overall mode was the best predictor of response, and no real reduction in error would result from a knowledge of which respondent group was being considered. It was therefore thought appropriate to report in Table 6.11 the rank-order of the top three groups for each subject area. The rank reported was the rank assigned by all in-College respondent groups, and when minor variations in the rank-order occurred, they were noted in Table 6.11 and described below. The top three groups were selected since they represented by far the majority of selections by respondents: other choices generally were selected less than ten percent of the time. Furthermore, responses of "inadequate knowledge" or "no one" were excluded from the analysis in Table 6.11, and will be reported separately. The means reported in Table 6.11 were means for all in-College respondents combined: they were included for comparative purposes to indicate mean levels of

Table 6.11 Rank-Ordering of the Top Three Groups Identified as Exercising Major Authority in Decision Making, by Subject Level, with Mean Percentage Response for All In-College Respondents

Subject Area		Administrators		Board		Faculty		Non-Academic Staff		External Constituents	
		Rank	Mean %	Rank	Mean %	Rank	Mean %	Rank	Mean %	Rank	Mean %
Personnel	Actual	1	73.6	2	40.2	3	13.9				
	Preferred	1	87.3	2	52.5	3	31.7				
Student Affairs	Actual	1	77.8	3	13.6	2	50.9				
	Preferred	1	85.0	3	17.1	2	56.6				
Business & Finance	Actual	1	75.0	2	48.2			3	11.1		
	Preferred	1	83.6	2	54.3			3	14.3		
Physical Plant	Actual	1*	70.5	2*	55.5			3	9.9		
	Preferred	1	80.4	2	62.2			3	18.6		
External Affairs	Actual	1	63.9	2*	34.6	3*	22.5				
	Preferred	1	76.8	2*	44.4	3*	31.5				
Internal Board Affairs	Actual	2*	31.6	1*	38.6	3*	4.5				
	Preferred	2	56.4	1	63.9					3*	20.9
Administrative Organizations	Actual	1*	54.6	2*	51.3	3	16.3				
	Preferred	1*	73.2	2*	69.2	3	42.2				
Ceremonial	Actual	1	51.9	2*	26.5	3*	16.8				
	Preferred	1	78.8	2*	45.8	3*	41.3				
Educational Program	Actual	1	76.5	3	17.2	2	54.0				
	Preferred	1	83.4	3	24.3	2	71.0				

*Minor exceptions are explained in the text support for the respective choices.

From the data in Table 6.11, administrators were clearly perceived most frequently as actually exercising major decision-making authority, and preferred to be so doing in all but one subject area. The one exception was, naturally enough, "internal board affairs," for which Board members ranked first, but not by a large percentage difference. Interestingly, Board members identified administrators as exercising actual authority more often than themselves on internal Board affairs; however, their preference was for the reverse, albeit not strongly so.

After administrators, respondents considered Board members most to be actually exercising major authority for decision making most frequently in six of the nine subject areas, and also preferred this to be the case. For personnel and business and finance decisions, Board members were a clear second in both the actual and preferred distributions. For physical plant decisions, only student leaders regarded the Board as actually involved more frequently than administrators. Student perceptions and preferences accounted for the remaining exceptions to the second-place rank of Board members for decisions in external affairs, administrative organizations and ceremonial matters. In external affairs decisions, students ranked faculty second and Board members third for both actual and preferred distributions. In decisions regarding administrative organization, students and student leaders ranked the Board first and administrators second for both actual and preferred distributions. In ceremonial decisions students and student leaders ranked the Board third, and faculty second for both actual and preferred distributions.

The major exceptions to Board members being given a second-place rank were first, for internal Board affairs, in which case they came first, as previously mentioned. Second, in both student affairs and educational program decisions, faculty were chosen more often than Board members as exercising major authority, with all respondents also preferring this to be the case.

The exceptions to faculty receiving a third-place rank, in addition to those mentioned above, were natural enough exchanges. All respondents gave non-academic staff third place as currently exercising major authority in business and finance, and physical plant decisions: this was also the preferred emphasis for all respondents. Finally, for "internal board affairs" decisions, there was a splitting of third place between faculty and external constituents. As far as the actual exercise of decision making in this area, Board members, staff and students gave faculty the third place, while administrators and student leaders gave it to external constituents. The "preferred" placement had staff identifying faculty, but all other respondents chose external constituents.

The preference of external constituents' involvement in internal board affairs decisions was interesting in terms of Board accountability to its external constituency. Decision items in this category included establishing policies for the orientation of new Board members, taking steps to increase the expertise of Board members in the performance of their abilities, and reviewing the operation of the Board.

The percentages in Table 6.11 reflect the mean percentage of times respondents, as a whole, considered various groups to be actually and preferrably exercising major decision-making authority in the subject area. It is evident that respondents generally localized the exercise of such authority (both actual and preferred) in two bodies of decision makers, namely, administrators and Board members. The third choice rarely gathered more than 20 percent support from the respondents. This would suggest that decision making was perceived to be fairly localized and not distributed throughout the College, and further, that this was generally the preference of respondents as well. The fact that administrators and Board members occupied the top two ranks most frequently would suggest a fairly high degree of centralization of decision making as perceived, and preferred, by most in-College respondents.

How did various in-College groups assess their own actual and preferred involvement in exercising major decision-making authority? In Table 6.12 the mean percentage differences between preferred and actual distributions are recorded. A positive difference indicated that respondents preferred a greater involvement in decision making than they perceived their role to be. Based on the most substantial differences reflected in Table 6.12, Board members would prefer increased involvement in internal Board affairs decisions. Administrators would increase their involvement in decisions concerning internal board affairs, administrative organizations, and ceremonial matters. Faculty would prefer greater involvement in decisions relating to personnel, external affairs, administrative organizations, ceremonial matters and educational programs. Staff would prefer increased involvement in physical plant and ceremonial decisions, while students and student leaders would prefer increased authority in student affairs, external affairs, ceremonial and educational program decisions. The widespread interest in increased authority in ceremonial decisions may be regarded as an especially positive feature, since all decision items in this area related to special recognition of deserving faculty and staff at the College. There was only one negative value in Table 6.12, and reflected a slight preference by faculty for less involvement in student affairs decisions.

In summary, when the perceptions and preferences of in-College respondents were profiled by subject area, the

Table 6.12 Mean Percentage Difference* Between the Preferred and Perceived Decision-Making Authority by In-College Groups Assessing Their Own Involvement

Subject Area	Respondents					
	Board	Administrators	Faculty	Staff	Students	Student Leaders
Personnel	6.5	6.8	38.1	4.1	7.3	2.3
Student Affairs	5.6	9.0	-4.8	14.0	34.5	28.1
Business & Finance	3.7	2.6	2.4	7.6	8.0	7.6
Physical Plant	3.1	4.8	11.6	19.1	3.4	2.0
External Affairs	11.1	10.3	21.4	2.6	17.2	14.9
Internal Board Affairs	30.6	28.2	7.1	1.8	3.4	0
Administrative Organiz.	8.3	30.8	51.8	6.6	10.4	7.9
Ceremonial	13.9	33.3	35.7	19.3	32.2	35.1
Educational Programs	13.9	5.1	20.0	2.2	18.7	27.6

*A positive difference indicated that respondents preferred a greater involvement in decision making than they perceived their current role to be: a negative difference meant they preferred less involvement.

following major features emerged from the analysis:
(1) when ranked by the mean percentage of respondents choosing them, administrators generally came first, Board members second and faculty third for both actual and preferred exercising of major authority in decison making;
(2) there were several exceptions to the above pattern, the most noteworthy were (a) Board members ranked first (actual and preferred) for internal Board affairs, (b) non-academic staff ranked third (actual and preferred) for physical plant and business and finance decisions, and (c) external constituents ranked third (preferred) for internal Board affairs;
(3) respondents generally localized the actual and preferred exercising of authority in two bodies of decision makers, usually administrators first and Board members second in all subject areas;
(4) by choosing administrators and Board members most often, respondents indicated perceptions of, and preference for, a fairly high degree of centralized decision making in all subject areas; and
(5) respondents generally preferred the greatest increase in their own decision-making involvement in subject areas of most direct concern to them.

Centralization of Decision-Making Authority

The focus of discussion now turns from who was perceived or preferred to be making decisions, to the locus of actual and preferred decision making and the extent to which respondents desired an increase or decrease in the centralization of decision making authority. Mean responses were computed by averaging an individual's score for each decision item, since he could have chosen up to three numbers, then computing an overall mean of the individual item mean scores. These were submitted to an analysis of variance and Scheffe test to discover significant differences.

Two basic analyses of variance were performed. The first sought to determine between-group differences in responses to the perceived actual distribution of authority, then to the preferred distribution. The second analysis focused on between-group differences in the gap between "actual" and "preferred" scores.

Locus of decision making. Respondents from within the College were first compared to determine if they differed in designating the locus of decision-making authority on a centralization-decentralization continuum. When compared by decision level, there were no statistically significant differences between groups for either the "actual" or "preferred" scores. When compared by subject area, there were no statistically significant differences between groups for their perceived "actual" distribution of decision-making authority; however, the distribution of "preferred" scores found students on two occasions desiring less centralization than groups with which they differed. Students had a lower locus (6.65) for external affairs decisions than current Board members (7.11). For ceremonial decisions, students (6.22) preferred less centralization of authority than faculty (6.85), current Board members (6.99) and administrators (7.02).

When responses were compared by subject area within each decision level, two statistically significant differences occurred in the distribution of "actual" mean scores, both of which concerned working-level decisions. Current Board members placed the actual locus of authority lower (7.05) for physical plant decisions than either students (7.50) or student leaders (7.56), and student leaders perceived a lower locus (6.11) than administrators (7.22) for ceremonial decision items. When responses to the "preferred" locus of decision-making authority were analyzed, four of the five statistically significant differences in mean response found students or student leaders preferring less centralization than those with whom they differed. (1) Students (6.72) preferred more decentralization of business and finance decisions at the managerial level than current Board members (7.27). (2) Students preferred a lower locus for external affairs decisions at the policy level (6.58) than administrators (7.29), and at the working level (6.05), lower than current Board members (6.71). (3) Students preferred a lower decision-making locus for ceremonial decisions at the policy level (6.58) than current Board members (7.46), and at the working level, lower (5.69) than either faculty (6.63), current Board members (6.83) or administrators (7.09). (4) Student leaders (5.84) preferred more decentralization of ceremonial decisions at the working level than either current Board members (6.83) or administrators (7.09). (5) Staff (6.24) preferred more decentralized ceremonial decisions at the working level than administrators (7.09).

In summary it may be observed that, in statistical terms, there was nearly complete agreement between in-College respondents as to where the actual locus of decision-making authority was located. With respect to the preferred locus, there was slightly less agreement, but in terms of the total number of comparisons made, the "preferred" responses were generally very similar; when statistically significant differences did occur, it was most often students who preferred less centralization than either administrators or current Board members. Over one half of the differences that achieved a level of statistical significance concerned ceremonial decisions, and most of these were at the working level. It is not inappropriate to conclude that, generally speaking, in-College respondents had similar mean scores for (a) the actual locus and (b) the preferred locus of decision-making authority.

"Preferred" versus "actual" decision making. Attention is now given to the comparative differences between actual and preferred mean scores. An analysis of this gap gave indication of the desire for increased centralization of decentralization of decision-making authority. A preferred locus which was lower than the perceived actuallocus of decision-making authority was judged to be a desire for less centralization of authority: if the reverse were the case, it was interpreted as a desire for increased centralization.

Before turning to the specific items, it was helpful to put the statistically significant differences between "actual" and "preferred" mean scores into a total perspective. Table 6.13 indicates the number and percentage of significant differences by decision level, subject area, and subject areas within decision levels. Of the statistically significant comparisons, only two gaps between actual and preferred loci of decision making indicated a desire for increased centralization (0.6% of all comparisons), the remaining 53 (14.6%) called for decentralization of decision-making authority. The percentages were roughly equivalent for each decision level, but there were marked differences by subject area. The strongest call for decentralization came from the subject area of student affairs, in which 27.8 percent of all actual-preferred comparisons reached a level of statistical significance ($p \leq 0.05$). Educational program and ceremonial decisions each had 22.2 percent of the comparisons calling

Table 6.13 Frequencies and Percentages of Statistically Significant Gaps Between "Actual" and "Preferred" Mean Scores, by Decision Level and Subject Area

	Total Number of Comparisons*	Statistically Significant Comparisons		Total Percentage for Subject Ares Only (Decision-Level Collapsed)
		Freq.	%	
Policy Level	120	16	13.3	
Personnel	18	2	11.1	13.0
Student Affairs	12	3	25.0	27.8
Business and Finance	18	1	5.6	5.6
Physical Plant	12	1	8.3	10.4
External Affairs	12	1	8.3	13.9**
Internal Board Affairs	6	0	0	0
Administrative Organizations	12	2	16.7	16.7
Ceremonial	6	2	33.3	22.2
Educational Programs	24	4**	16.7	23.6**
Managerial Level	120	21	17.5	
Personnel	18	1	5.6	
Student Affairs	12	4	33.3	
Business and Finance	18	2	11.1	
Physical Plant	18	2	11.1	
External Affairs	12	2**	16.7	
Internal Board Affairs	6	0	0	
Administrative Organizations	6	1	16.7	
Ceremonial	6	1	16.7	
Educational Programs	24	7	29.2	

Continued

Table 6.13 Frequencies and Percentages of Statistically Significant Gaps Between "Actual" and "Preferred" Mean Scores, by Decision Level and Subject Area Continued

	Total Number of Comparisons*	Statistically Significant Comparisons		Total Percentage for Subject Areas Only (Decision-Level Collapsed)
		Freq.	%	
Working Level	120	18	15.3	
Personnel	18	4	22.2	
Student Affairs	12	3	25.0	
Business and Finance	18	0	0	
Physical Plant	18	2	11.1	
External Affairs	12	2	16.7	
Internal Board Affairs	6	0	0	
Administrative Organizations	6	0	0	
Ceremonial	6	1	16.7	
Educational Programs	24	6	25.0	
Total	360	55	15.3	

*The number of comparisons was arrived at by multiplying the number of decisions by the number of respondent groups (6).

**One comparison indicated increased centralization: all the rest indicated increased decentralization.

for decentralization at the same level of statistical significance. At the other extreme, none of the preferred-actual differences was statistically significant for internal board affairs, while 5.6 percent of business and finance decision comparisons were. The remaining subject areas were clustered about mid-way between these two extremes.

Even granting the above differences, it can hardly be said that there was an overwhelming desire for decentralization of decision making. No category had more than one-third, and most less than one-quarter of all preferred-actual gaps reaching a level of statistical significance; however, before coming to a final judgment, it was necessary to assess the differences between respondent groups.

In-College respondent groups were compared in Table 6.14 for "preferred-actual" differences which achieved statistically significant levels ($p \leq 0.05$)on each decision item. One rather compelling observation is the complete lack of a desire for decentralizing any decisions on the part of current Board members and administrators, and only for one decision did administrators desire to have greater centralization of decision-making authority. The only other case calling for increased centralization was by student leaders on the issue of creating a Board advisory committee.

When analyzing statistically significant differences

Table 6.14 Summary of Statistically Significant Differences ($p \leq 0.05$) Between "Actual" and "Preferred" Loci of Decision Making for In-College Respondents

Subject Area	Decision Item	Respondent Group					
		Board	Adminis trators	Faculty	Staff	Students	Student Leaders
	Policy Level						
Personnel	1. Determine wage scales: non-acad. persons				D*	D	
Student Affairs	2. Kind of student services provided				D	D	D
Business & Finance	3. Set tuition and fees for next year					D	
Physical Plant	4. Set long-range plans for campus devel.			D			
External Affairs	5. Inter-institution articulation						D
Admin. Organization	6. Policies for handling faculty grievances				D		
	7. Appoint College president				D		
Ceremonial	8. Set policies for recognizing meritorious service by faculty			D		D	
Educ. Programs	9. Establish general admissions standards		C*				
	10. Establish policies for evaluation of curriculum and instruction					D	D
	11. Set standards for graduation					D	
	Managerial Level						
Personnel	1. Determine courses faculty will teach					D	
Student Affairs	2. Develop procedures for student discipline			D	D	D	
	3. Coordinate meal and class schedules						D
Business & Finance	4. Establish procedures for assessing and collecting tuition and fees					D	D
Physical Plant	5. Approve faculty request for office remodel			D	D		
External Affairs	6. Apply for university affiliation			D			

Table 6.14 Summary of Statistically Significant Differences ($p \leq 0.05$) Between "Actual" and "Preferred" Loci of Decision Making for In-College Respondents Continued

Subject Area	Decision Item	Respondent Group					
		Board	Adminis trators	Faculty	Staff	Students	Student Leaders
External Affairs	7. Create a Board advisory committee						C
Admin. Organization	8. Decide future of faculty member accused of unethical conduct with a student					D	D
Ceremonial	9. Find ways to identify faculty member deserving recognition						D
Educ. Programs	10. Make an exception to an entrance req't.				D		
	11. Settle student/prof. disagreement over grade						D
	12. Evaluate req'd. courses in degree programs			D		D	D
	13. Add/delete a program of study					D	D
	Working Level						
Personnel	1. Decide who interviews potential faculty					D	D
	2. Decide specific salary in faculty contract			D		D	
Student Affairs	3. Award a scholarship				D		
	4. Discipline a student for cheating on exam					D	D
Physical Plant	5. Approve architectural drawings						D
	6. Secure carpenter to do remodelling				D		
External Affairs	7. Develop contacts with other post-sec. inst.			D		D	
Ceremonial	8. Give special recognition to non-acad. staff					D	
Educ. Programs	9. Approve students for graduation			D			
	10. Add/delete a specific course			D		D	D
	11. Award advance credit to entering student					D	
	12. Set up curriculum evaluation committee						D

*D=greater decentralization desired; C=greater centralization desired calling for an increase in decentralizing decision making authority (Table 6.14), 18.9 percent were attributable to faculty preferences, 17.0 percent to non-academic staff, 28.8 percent to student leaders, 36.5 percent to students and none to administrators and Board members. This suggested that the further a group was removed organizationally from the Board, the greater the desire for increased decentralization of decision making. With just over 65 percent of all statistically significant differences a result of student and student leader responses, it was clear that faculty and non-academic staff were generally satisfied with the level of decision-making authority. Within each resondent group, over one-half of the statistically significant differences were in areas directly related to their most immediate organizational concerns.

In summary, in-College groups appeared to be generally satisfied with the locus of decision-making authority: in slightly under 15 percent of all comparisons made was there a statistically significant desire for increased decentralization. When there was evidence of a desire to decentralize decision making, it was strongest from the student element, comparatively weak from faculty and non-academic staff, and non-existent from administrators and Board members. The calls for decentralization were spread about equally across the three decision levels, but were localized most in areas of student affairs, educational program and ceremonial decisions, least in business and finance, and completely absent in internal board affairs decisions. There were only two isolated preferences for increase centralization representing less than one percent of all statistical comparisons.

Perceived Legitimacy of Decision-Making Authority

This research question has already been implicitly addressed, so this discussion will simply highlight the findings, and in effect constitute a summary of this section. Perceived legitimacy of authority was defined in chapter one as "an assessment by an individual of the acceptability of the authority exercised over him." It was reasoned that decision-making authority would be perceived as being legitimate if there was little change between perceptions of its actual distribution and that preferred by respondents.

It appeared appropriate to conclude that in-College respondents generally perceived the actual distribution of decision-making authority to be legitimate. Support for this conclusion was drawn from the findings that:

(1) respondents expressed uniform agreement in the rank-ordered choice of which group would most often be perceived, and preferred, to be exercising authority regardless of the decision level;

(2) the same finding, with a few exceptions, occurred when responses were compared by subject area;

(3) when the gap between "actual" and "preferred" scores were tested, less than 15 percent of all comparisons called for a decentralization of decision-making authority, and not more than one-third for any comparison by subject area of decision level;

(4) less than one percent of all "actual-preferred" score comparisons called for increased centralization of authority.

Though the general pattern supported the perceived legitimacy of authority as distributed in the College, when there were differences, the student element most frequently expressed a preference (65% of all significant differences) for decentralized decision making of any in-College group. Faculty and staff split, almost equally, the remaining 35 percent of differences calling for decentralized decision making. Furthermore, perceived legitimacy was lowest in areas of student affairs, educational programs and ceremonial decisions, although over 70 percent of all comparisons in each of these three areas registered no significant gap between "actual" and "preferred" scores.

Perceptions and Preferences Compared with Actual Board Decision Making

It was possible to make some comparisons between actual Board decision making, as reflected in Board minutes, and the extent to which respondents perceived the Board as actually exercising major authority in the sampling of decision items included in the questionnaire. An underlying assumption in this comparison was that if respondents were accurately perceiving Board involvement in various areas of decision making, the percentage identifying such involvement would be in direct proportion to the number of actual decisions of the Board in those areas. The major problem with this comparison was the obvious disparity between what the Board was actually making decisions about, and the hypothetical questionnaire decisions; therefore, the interpretation was constrained by this realization.

The number of actual Board decisions during the last five years of the study (1971-72 to 1975-76) were ranked according to frequency of decisions by subject area and decision level (Table 6.15). Second, responses of in-College respondents were ranked by the percentage of times the Board was perceived as exercising major authority in the various areas and levels of decision making (Table 6.15). Spearman rank-order correlation coefficients were calculated for the compared ranks of actual Board activity (from Board minutes) with the ranking resulting from the responses of each respective respondent group.

With respect to the analysis by subject area of decision making, only one correlation coefficient was large enough to achieve a level of statistical significance. The perceptions of College administrators were distributed in essentially the same way as actual Board decision making (r=

Table 6.15 Comparison of Actual Board Decision Making (1971-72 to 1975-76) with the Perceptions of In-College Respondents Regarding Actual Board Decision Making

	Actual Decision Making 1971-72 to 1975-76		In-College Respondents											
			Board		Administrators		Faculty		Staff		Students		Student Leaders	
	Freq	Rank	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank
Subject Areas														
Internal Board Affairs	160	1	58.33	3	35.90	4	28.57	6	29.82	5	43.68	5	35.09	6
Personnel	121	2	54.63	5	31.62	5	30.16	5	33.92	4	50.19	3	40.35	4
Business & Finance	81	3	55.56	4	47.01	2	50.79	2	40.94	2	47.89	4	46.78	3
Physical Plant	66	4	61.46	2	54.81	1	51.79	1	43.42	1	59.05	2	62.50	2
Educational Programs	22	5	18.75	8	12.82	8	14.29	7	10.53	9	25.86	8	21.05	7
Administ. Organization	19	6	62.50	1	36.54	3	44.64	3	39.47	3	60.34	1	64.47	1
External Affairs	17	7	48.61	6	29.49	6	35.71	4	28.07	6	29.89	6	35.96	5
Ceremonial	14	8	47.22	7	25.64	7	14.29	7	24.56	7	26.44	7	21.05	7
Student Affairs	7	9	13.89	9	5.13	9	9.52	9	14.91	8	20.69	9	17.54	9
r_s (compared with Actual)			r=0.5500 N.S.		r=0.6000 $p<0.05$		r=0.4417 N.S.		r=0.5167 N.S.		r=0.5167 N.S.		r=0.4417 N.S.	
Decision Level														
Administrative	218	1	41.67	2	30.77	2	27.14	2	24.21	2	33.62	2	32.10	2
Policy	115	2	65.00	1	44.62	1	48.93	1	46.32	1	57.76	1	56.64	1
Working	30	3	25.83	3	16.54	3	18.57	3	15.79	3	29.66	3	25.26	3

0.600; $p \leq 0.05$). No other group, not even Board members themselves, achieved this level of agreement. In support of this finding it may be suggested that administrators were likely the group most involved in following up and implementing Board decisions and would have perhaps been in a better position than even the Board itself to evaluate the actual decision-making distribution. Several additional observations may be made. There appeared to be a considerably lower awareness of "personnel" and "internal Board affairs" decisions than occurred in practice. This is perhaps defensible when it is recalled that nearly 80 percent of the actual personnel decisions related to salary and appointments, and nearly 70 percent of actual internal Board affairs decisions were related to procedural motions for the meetings themselves: because of the repetitive nature of these motions they may have not assumed the same perceived importance by respondents. Educational program decisions were not perceived to involve Board action as often as they did in practice. Physical plant, business and finance, and administrative organization decisions generally called forth the three highest levels of perceived Board action but occupied a somewhat lesser position in the actual distribution of decisions made.

With respect to decision level, a consistent pattern emerged in which policy-level decisions were perceived most often by respondents as involving Board decision making, with administrative- and working-level decisions ranking second and third respectively. In actuality, the Board spent considerably more time on administrative-level decisions, than on policy decisions which ranked second.

When the preferences of Board members were compared with their actual performance, several desired changes were evident in priorities of Board decision making. Table 6.16 compared the percentage of Board members who preferred Board involvement in each decision area and level with their actual practice. The major suggestions appeared to be to give lower priority to business and finance decisions, and to a lesser extent, decisions related to educational programs and personnel. On the other hand, an increase in the priority of decisions regarding administrative organization and ceremonial matters appeard to be desired. It was difficult to make direct comparisons with earlier findings because of the different data bases from which comparisons were drawn. At the most general level of conclusion, it may be said that there appears to be some discrepancy between what Board members do in practice, what they perceive they do, and what their preferences are. Since these rank orderings indicated priorities of past action and current preference, it was of interest to compare them with the trend data developed from the documentary analysis.

The trend to decentralize personnel decisions was supported by the preference (Table 6.16) to give this area a

Table 6.16 Comparison of Board Preferences with Their Actual Practice for Decision Making by Subject Area and Decision Level

	Actual Decision Making 1971-72 to 1975-76		% of Board Preferring Board Involvement	
	Freq	Rank	%	Rank
Subject Areas				
Internal Board Affairs	160	1	88.89	1
Personnel	121	2	61.11	4
Business & Finance	81	3	59.26	7
Physical Plant	66	4	64.58	3
Educ. Programs	22	5	32.64	8
Admin. Organizations	19	6	70.83	2
External Affairs	17	7	59.72	6
Ceremonial	14	8	61.11	4
Student Affairs	7	9	19.44	9
Decision Levels				
Administrative	218	1	50.00	2
Policy	115	2	78.33	1
Working	30	3	31.67	3

lower priority. On the other hand, the preference to give a lower priority to educational program decisions appeared to be in conflict with a trend to centralize decisions in this area. Giving business and finance decisions a preferred lower priority did not appear to be a trend in the study of Board minutes. The desire to give greater priority to ceremonial decisions was compatible with the finding that decisions in this area substantially increased following 1956-57; however, there was a corresponding drop in the frequency of decisions related to administrative organizations after 1956-57, but the above comparison indicated a desire to give it greater priority than had been the practice.

The difficulty of reconciling the discrepancies in the above data perhaps illustrate the problems noted earlier by Webb, *et al*. (1966:5) of obtaining corroborating data from obtrusive and unobtrusive measures. It is also plausible to suggest that the discrepacies might have arisen because of the lack of agreement between what Board members actually did in practice and what their perceptions were of how their decision-making time was spent.

Preferred Distribution of Decision Making Authority: External College Constituents

Four respondent groups were considered to be external College constituents: former Board members; President's Council members; alumni; and financial supporters. It was predetermined not to evaluate the "perceived, actual" distribution of decision-making authority from these groups, since there was no reasonable, systematic ground on which they could be expected to make such responses; however, no effort was made to prevent them from responding to such items. The preferences of these groups were analyzed for each of the 60 decision items.

Profiles of Preferred Decision-Making Authority

The distribution of decision-making authority was analyzed by decision level and subject areas. The profiles utlized mean scores since each respondent was permitted to indicated up to a maximum of three separate groups he preferred to be involved in decision making.

Profile by decision level. The responses of external College constituents are recorded in Table 6.17, indicating the mean percentage of respondents who desired each group to be exercising major decision-making authority. When evaluating policy-level decisions, the general pattern of response identified earlier from internal constituents was generally sustained: administrators were most frequently chosen, followed by Board members, then faculty. This meant that, with the exception of former Board members, external constituents most frequently preferred administrators to exercise major authority for policy-level decisions; however, the differences were so slight between the choices of administrators and Board members, that for practical

Table 6.17 Proportional Distribution, by Decision Level, of Major Decision-Making Authority as Preferred by External College Constituents

Decision-Level Respondent Group	Groups Preferred to be Exercising Major Authority (Mean Percentages)							
	Inadequate Knowledge	No One	External Constit-uents	Students	Non-Academic Staff	Faculty	Adminis trators	Board
Policy-Level								
Former Board	0	0	12.34	3.28	2.03	30.16	64.53	74.53
President's Council	0.70	0	16.70	7.50	3.70	29.00	71.60	71.60
Alumni	1.65	0	18.42	10.51	5.32	30.32	73.73	69.87
Financ. Supporters	3.98	0.08	13.19	7.65	3.95	26.22	65.71	62.60
Administrative-Level								
Former Board	0.31	0.16	7.66	4.22	6.56	32.81	69.53	47.66
President's Council	0.80	0	10.60	9.10	5.90	30.10	74.50	49.80
Alumni	1.27	0.19	11.39	11.77	9.30	32.59	75.00	45.89
Financial Supporters	4.85	0.26	8.95	8.62	6.48	27.70	68.47	44.06
Working-Level								
Former Board	0.47	0	6.25	4.53	5.63	33.28	68.13	36.72
President's Council	1.00	0.60	9.60	7.70	7.80	33.40	72.30	39.10
Alumni	2.28	0.19	11.08	9.56	10.51	35.00	72.85	36.77
Financial Supporters	5.13	0.54	8.19	7.27	7.37	29.97	65.33	36.91

considerations they were chosen almost equally as often. The third place faculty were chosen about half as often as the first two. Former Board members alone altered the pattern by selecting Board over administrators more frequently as a preferred group to make policy-level decisions.

For administrative-level decisions, external constituents sustained a similar pattern to their internal counterparts by selecting administrators most frequently, Board members second and faculty third (Table 6.17). Contrary to the internal College respondents, those from outside held to this pattern without exception. The separation, by external respondents, between groups they preferred to be involved in administrative-level decision making was such that administrators were chosen more frequently than Board members by a mean of 25%: Board members, in turn, were chosen a mean of 16.0% over faculty. The comparable mean gaps reported earlier for internal constituents were 41.3% and 5.3% respectively. The implication seemed to be that external constituents did not separate preferences for administrator and Board involvement as much as those within the College, but had a wider separation of preferred involvement between Board and faculty.

When working-level decisions were considered (Table 6.17), administrators were clearly the group most preferred by external constituents to have major authority. Though the

Board was consistently selected more frequently as a second choice than was the faculty, the differences were so slight as to suggest that external College respondents preferred about equal involvement for both groups.

When all three decision levels were considered together, the trends in the mean percentage of times the top three groups were chosen is of interest. The preferred involvement of the Board lowered substantially with each lowering of the decision level. Preferred involvement of administrators stayed at approximately similar levels for all decision levels, with a slight increase for administrative-level decisions. Preferred faculty involvement was also approximately the same for all decision levels, though there was a slight increase with each drop in decision level. The foregoing trends were consistent for each respondent group.

The statistical measure lambda was used to compare frequency distributions of responses by external constituents, but its value never exceeded 0.05, thus indicating that no substantial reduction in error was possible by knowing which respondent group was being considered. The modal category was the best overall predictor of response for all decision levels. When mean responses were submitted to analysis of variance and the Scheffe procedure applied, there were no statistically significant differences between responses of any external groups. The implication of these findings is that, for statistical purposes, all external constituent groups may be considered to have given similar judgements of their preferred distribution of decision-making authority when considering the level of decisions made.

In summary it may be said that a consistent percentage of external constituents identified administrators as their first choice in exercising authority at all levels of decision making. Faculty were chosen at a consistent level as third preference for all levels. Board members were the preferred second choice of external constituents; however, the extent of this preference varied by decision level. For policy decisions, the Board was preferred almost as much as administrators were. For working-level decisions, Board members were barely preferred above faculty, while they were roughly mid-way between administrators and faculty for administrative-level decisions. In addition, statistical tests applied to the data indicated no significant differences between preferences of any respondent groups for any decision level, thus strengthening the above generalizations from a statistical standpoint.

Profile by subject area. This analysis focused on the distribution of preferred decision-making authority by the subject area of the decision without regard for decision level.

When lambda values for frequency distributions~~,~~ which cross-tabulated respondent group by group preferred to be exercising major authority, were computed for each subject area, none exceeded 0.05. This indicated that the overall mode would be the best predictor of response, and no significant reduction in error would result from a knowledge of which respondent group was being considered. It was therefore considered appropriate to repeat the analysis given earlier for internal College groups, in which the rank order of the top three groups was given for each subject area (Table 6.18). The rank reported was that for all external respondents combined, and when minor variations from the overall rank occurred, they were noted and described below. No attention was given to other than the top three groups since all others represented a very small percentage of response. The mean responses reported in Table 6.18 did not average in the values of the "inadequate knowledge" or "no one" response choices, and were means for the total sample of external constituents.

From the data in Table 6.18 it was clear that administrators were preferred above other groups to exercise major decision-making authority in two-thirds of the subject areas. Although administrators had the overall top rank for "educational program" decisions, former Board members preferred faculty first and administrators second for such decisions. The Board must be considered as second and faculty third in terms of overall preferred involvement by

Table 6.18 Rank Ordering of Top Three Groups Preferred, by External College Constituents, to be Exercising Major Decision-Making Authority by Subject Area (with Mean Response of All External College Constituents)

Subject Area	Group Preferred to Make Decisions											
	Administrators		Board		Faculty		Students		External Constituents		Non-Academic Staff	
	Rank	%	Rank	%	Rank	%	Rank	%	Rank	%	Rank	%
Personnel	1	74.7	2	60.9	3	24.3						
Student Affairs	1	71.4	3*	23.8	2	54.4						
Business and Finance	1	74.8	2	58.3					3	12.8		
Physical Plant	2	65.5	1	69.9							3	13.8
External Affairs	1	68.0	2	43.8	3*	31.9						
Internal Board Affairs	2	53.1	1	59.1					3	27.7		
Admin. Organizations	2	61.5	1	80.9	3	27.7						
Ceremonial	1	71.5	2	53.0	3	27.2						
Educational Programs	1*	73.5	3	31.6	2	64.2						

*Minor exceptions are explained in the text.

external constituents; however, this general ovservation has a fair number of exceptions, and is a much more heterogeneous pattern than that derived from internal College respondents (Table 6.11).

It was not surprising that external constituents preferred Board members above administrators for "internal board affairs" (as did internal respondents), but it seemed unusual that they should likewise order it so for 'administrative organization" and "physical plant" decisions, especially over "business and finance" decisions.

With two exceptions Board members were ranked as either the first or second preference of external constituents. The Board was ranked third for "student affairs" and "educational program" decisions; however, alumni chose students as their third preference for exercising major authority in "student affairs" decisions.

Of any other group, faculty were most often ranked third. This occurred in four decision areas: personnel; external affairs; administrative organizations; and, ceremonial decisions. In one exception to this general finding, quite logically, alumni chose "external constituents" as their third choice for "external affairs" decisions. Faculty were preferred second in two areas, which seemed like natural choices at CBC for faculty involvement, namely, educational programs and student affairs.

When the third-place preference was not assigned to

Board or faculty, it was generally given to a group which had a direct interest in the subject area. External constituents ranked third for business and finance decisions, as well as those related to "internal board affairs." Non-academic staff achieved a preferred status of third choice for "physical plant" decisions.

The mean difference between the first and second preferences of external constituents was 14.3%, while the mean difference between second and third preferences was 33.1%. This would suggest a much weaker preferece about the involvement in decision making of the third place groups (usually faculty), than of the top two groups. In only one case (external affairs decisions) did the percentage support for a second preference drop below 50; however, the highest percentage support for a third-place group was 31.9% (again for external affairs decisions).

It seemed that external constituents generally preferred to localize the use of decision-making authority in two groups, administrators and Board members, for nearly all subject areas, as did internal constituents. External respondents appeared to give a little more support to their third-choice group than did their in-College counterparts. When the relative weightings of the ranks of administrators, Board members and faculty were compared for internal and external constituents in the nine subject areas, external constituents expressed slightly stronger preferences for

Board involvement than did internal respondents, suggesting a desire for even greater centralization of decision making than the high level preferred by in-College respondents.

By way of summary it may be observed that, when decisions were analyzed by subject area, external constituents of the College preferred to localize the use of decision-making authority primarily in two groups, first administrators and second, the Board. Faculty were the most frequent third preference, and when exceptions to this pattern occurred, it was generally the case that groups who were more directly related to the decision area were preferred above faculty. Though these general findings were the same as for internal College respondents, the pattern was less homogeneous for external respondents. Though both sets of respondents obviously preferred a high degree of centralized decision making authority, there was indication that external consituents preferred it higher than their in-College counterparts.

Locus of Preferred Decision Making

By conceptualizing the various response categories as a continuum of centralization-decentralization, it was possible to compute mean scores for various groups and analyze if external constituents differed significantly in where they localized decision-making authority. Mean group scores were submitted to analyses of variance and the Scheffe procedure for determining common subsets of means which did not significantly differ from one another.

When compared by decision level, there were no statistically significant differences between groups as to their preferred level of centralization. When compared by subject level, unlike internal respondents, for whom no differences were reported, external constituents differentiated themselves in centralization of "educational program" decisions: financial supporters (6.76) preferred a higher degree of centralization than did President's Council members (6.42). When analyzing subject areas within decision levels, in only one instance was there a difference: alumni (7.58) preferred a higher degree of centralization than financial supporters (6.58) for "internal Board affairs" decisions at a working level. This finding is perhaps of little consequency, and perhaps redundant, since internal Board affairs decisions have consistently been localized in the Board anyway. In conclusion, there was virtually no indication of statistically significant differences between external constituents of the College regarding the centralization of decision-making authority.

A Comparison of Preferred Distribution of Decision-Making Authority for In-College and External Constituents

In the preceeding discussion, comparisons have been made between in-College respondents and external constituents as to their preferred distribution of decision-making authority. Thus far it appears evident that:

(1) both groups have generally preferred to localize decision-making authority in two primary groups, with administrators given first choice, and Board members second, but this pattern was more consistent for internal College respondents;

(2) faculty have been generally, but weakly preferred to be the third choice of all respondents, and when exceptions to this occurred, other groups more naturally related to subject areas of decision making have been preferred over faculty;

(3) although all respondents prefer a high degree of centralization of decision-making authority, it appeared slightly higher for external respondents than for their in-College counterparts; and,

(4) there were virtually no statistically significant differences between external groups in their preferences for the centralization of authority in decision making, but there was less agreement among in-College respondents. When statistically significant differences occurred for the latter, it was most often students who preferred less centralization than either administrators or Board members.

The final comparisons between internal and external respondents focused on mean differences between respondent groups from both categories: thus far between-group differences have been confined to internal or external groups as separate categores. The present analysis combined all respondent groups for a comparison of the preferred locus of decision-making authority.

When statistically significant differences occurred in the mean locus of preferred decision-making authority (see Table 6.19) some very evident trends emerged. Of the twelve comparisons made (nine subject areas and three decision levels), students consistently preferred less centralization than those with whom they differed in nine comparisons. Furthermore, in each of the nine situations where students were involved, their difference in preference was with a group external to the College. In two of the twelve statistically significant differences, external groups differed among themselves, and these were discussed earlier. In the final comparison, non-academic staff preferred less centralization of "physical plant" decisions at the administrative level than did President's Council members and financial supporters. In only one case (working-level "ceremonial decisions") did student leaders join students in preferring a less-centralized locus of decision making.

It was quite clear, by way of summary, that a consistent preference for less centralized decision making came from students at the College. Furthermore, students significantly differed in their preferences with external consitutents of the College, and these were most often former Board members and alumni.

Table 6.19 Statistically Significant Differences Between All Respondent Groups for Locus of Preferred Decision-Making Authority, When Compared by Decision Level, Subject Area and Subject Areas Within Each Decision Level.

Decision Category	Statistically Significant Different Group Responses	
	Group(s) with Higher Mean Score	Group(s) with Lower Mean Score
Compared by Decision Level		
Policy	Former Board (7.40) Alumni (7.34)	Students (7.04)
Administrative	Alumni (7.12) Former Board (7.11)	Students (6.82)
Compared by Subject Level		
Student Affairs	Alumni (6.57)	Students (6.18)
Business & Finance	Former Board (7.34) Alumni (7.33)	Students (7.00)
Ceremonial	Former Board (7.13)	Students (6.22)
Educational Programs	Financ. Supp.(6.76)	Pres. Council(6.42)
Compared by Subject Area Within Decision Level		
Policy level		
Ceremonial	Former Board (7.58)	Students (6.58)
Administrative level		
Personnel	Financ. Supp.(7.19)	Students (6.88)
Physical Plant	Pres. Council(7.35) Financ. Supp.(7.32)	Staff (6.77)
Administrative Organization	Pres. Council(7.58)	Students (7.08)
Working level		
Internal Board Affairs	Alumni (7.58)	Financ. Supp.(6.58)
Ceremonial	Admin. (7.09) Former Board (6.92)	Stud. Leaders(5.84) Students (5.69)
	Current Board(6.83) Pres. Council(6.64)	Students (5.69)

CHAPTER SEVEN

BOARD ROLES

The analysis in this chapter focused on major roles and role expectations of the Board of Directors of Canadian Bible College. After analyzing historic data bearing on this issue, attention was given to the importance currently attached to major Board roles by College constituents, and to their evaluation of the quality of Board performance in these roles (as reported in questionnaires).

The decision to abort the interview most directly affected the area of Board roles, since there was minimal information in the documents specifically related to the roles the Board should fulfill. The original constitution and bylaws were studied, as were all subsequent revisions. The Charter of the College, with amendments, was also scrutinized for information on Board roles.

Documentary Analysis

The roles of the Board of Directors explicitly referred to in the Constitution were (1) to perform all duties assigned to it by law, (2) to carry out the educational policies of the controlling denomination, and (3) to have full control of the College. These roles have not changed with successive constitutional revisions and amendments.

The 1949 Act to Incorporate the College specified in some detail the financial obligations of the Board as they related to the acquisition, maintenance and disposition of all real and personal property, and to fiscal responsibilities. Again the primary educational and training objective of the College was articulated and implicitly suggested a Board role in ensuring compliance with such an institutional mission. The Board was also authorized to adopt bylaws governing its own activities which were not in conflict with the Charter. These articulated roles were compliant with, and supplementary to legislation governing the activities of corporations generally. No alterations in these general roles were made in the subsequent amendments to the original Act of Incorporation.

It was also possible to make some inferences about Board roles from Board decision making over its history, based on the assumption that the Board would generally act in congruence with members' perceived role expectations. From the data in Table 6.1, subject areas of decision making were ranked for two periods of Board operation to correspond with the two time frames discussed in the previous chapter. Table 7.1 displays a summary of this information, and suggests that the CBC Board of Directors has operated within the historic understanding of the major role expectations of boards as identified in the literature review. The high percentage of decisions on personnel, coupled with decisions about educational programs, reflected a serious attempt to preserve institutional purposes. The high rank of business, finance and physical plant decisions conforms to the

Table 7.1 Rank Ordering of Mean Annual Board Decisions by Subject Area for Two Intervals of Board Operation

Decision Subject Areas	Rank Order		
	1944-45 to 1956-57	1957-58 to 1975-76	1944-76
Personnel	1	1	1(34%)*
Internal Board Affairs	2	2	2(22%)
Business and Finance	3	3	3(12%)
Physical Plant	4	4	4 (9%)
Educational Programs	7	5.5	5 (6%)
"Other" (Reports)	8	5.5	6 (6%)
External Affairs	5	7	7 (5%)
Administrative Organization	5	8	8 (3%)
Ceremonial	10	9	9 (2%)
Student Affairs	8	10	9 (2%)

*Percentage refers to percent of total decisions represented by a subject area.

expectations of holding and overseeing the management of physical assets as well as the acquisition and investment of funds. Some of the more recent role expectations (see Table 2.1) appeared to have been less important for the CBC Board when viewed against the decision-making distribution in Table 7.1.

With respect to the major roles identified by Perkins (1973), the CBC Board has functioned as an agent of its creator, the church, and as a bridge between the College and its external constituencies. The latter role does not appear, at this time, to have presented the underlying conflicts in role experienced by university boards. This may well be due to the rather homogeneous attitude of all constituents on the stated purposes of the College and the role of the Board in articulating and expediting these. This generalization will be given further support in the following analysis of questionnaire responses.

If making personnel decisions can be assumed to be a primary mechanism for ensuring compliance with institutional mission, the priorities of Board decision making in Table 7.1 reflected their legal role descriptions as outlined earlier. Overall, more emphasis has clearly been placed on decisions affecting the institutional reason for existence, or Perkins (1973) "agent of the creator," than on organizational boundary-spanning activities to external constituents (Perkin's "bridge"). There appeared to be some shift in the priorities of certain roles based on data in Table 7.1. In the 1957-76 interval, educational program and ceremonial decisions received a higher rank than in the previous period of time. There was also a decrease in rank for external affairs, administrative organization and student affairs decisions across the two time intervals. This may have been a slight indication of a shift toward the role of institutional mission, or agent of the creator, and away from being a bridge to the consituency; however, this must be considered a most tentative hypothesis.

Summary

By way of intermediate summary, it appeared that the College Board of Directors have been operating, over their history, within the historic board roles of (1) ensuring that institutional mission conformed to the charter and constitution, (2) oversight of physical assets, and (3) oversight of financial matters. Actual decision making has been predominantly focused on institutional mission and maintenance of that mission rather than other major roles identified by Perkins (1973). In the years from 1957-58 to 1975-76 there may have even been greater priority given to this major role than in earlier years.

Role Importance: Questionnaire Results

Questionnaire respondents were asked to respond to the importance of ten general role statements for the Board of CBC: their overall judgments are reported in Table 7.2. The

Table 7.2 Proportional Distribution of the Relative Importance of Board Roles as Assessed by the Total Sample (%)

Board Role	Level of Importance					Rank "High" + "Very High"
	None	Low	Medium	High	Very High	
1. Establishing institutional goals objectives and educ. policy	0.2	0.7	5.6	44.8	48.7	2
2. Participating in planning programs offered by the College	0.9	5.5	29.1	51.8	12.6	9
3. Creating & maintaining an adequate physical plant	1.8	4.1	19.4	55.0	19.6	7
4. Managing financial resources	0.2	0.7	6.6	42.2	50.3	3
5. Developing effective Board structure and rules of procedure	0.2	0.9	12.1	51.6	35.2	5
6. Selecting a president	0.5	0	2.5	24.0	73.1	1
7. Developing appropriate working relationships with faculty	0.5	3.2	11.5	52.3	32.7	6
8. Establishing effective communication with students	0.9	7.2	26.3	36.9	28.8	8
9. Settling internal disputes	2.3	7.3	28.3	42.0	20.1	10
10. Bridge between College & constit.	0.9	1.8	9.2	35.2	52.9	4

first observation was the high percentage of support for all role statements as being important. When percentages were combined for the "high" and "very high" responses, there was a minimum of 65.6% of respondents who considered all roles to have at least a "high" level of importance. This, in itself, should not have been surprising, since all roles included were pre-judged to be important ones; however, the relative importance of the ten roles was of greater interest.

In accordance with the findings in the literature, respondents considered the selection of a president as the Board role to which the greatest percentage attached very high importance. Only three roles were tempered with "medium-level" importance by at least 25 of the respondents: these were (1) participating in planning programs offered by the College, (2) settling internal College disputes as a court of appeal, and (c) establishing effective communication with students. Predictably these three occupied the lowest ranks when roles were ordered by the combined "high" and "very high" importance responses.

Looking only at the combined percentage responses to "high" and "very high" importance, Table 7.3 compares the judgments of Board members with each other respondent group. The results for each respondent group were rank ordered, and the ranking of each group was correlated with that of the Board members using the Spearman rank-order correlation. All

Table 7.3 Percentage of Respondent Groups Giving a "High" or "Very High" Rating to Various Board Roles

Board Roles	Respondent Group								
	Board n=41	Adminis-trators n=13	Faculty n=14	Staff n=18	Student n=29	Student Leaders n=18	Pres Council n=50	Alumni n=77	Financ. Support. n=186
1. Selecting a president	100.0 (1)*	100.0 (1)	100.0 (1)	100.0 (1)	89.7 (3)	88.2 (4)	98.0 (1)	100.0 (1)	96.2 (1)
2. Managing financial resources	97.6 (2)	83.3 (5)	85.7 (5)	83.3 (7)	93.1 (1)	88.8 (3)	93.8 (3)	89.6 (3)	94.6 (2)
3. Establishing institutional goals objectives & educ policy	97.6 (2)	92.3 (2)	92.9 (3)	94.4 (3)	86.2 (4)	100.0 (1)	94.0 (2)	98.7 (2)	89.9 (3)
4. Bridge between College and constituency	97.6 (2)	92.3 (2)	100.0 (1)	94.4 (3)	93.1 (1)	83.3 (5)	88.0 (5)	81.8 (6)	86.5 (5)
5. Developing effective Board structure & rules of proced.	92.5 (5)	77.0 (6)	92.9 (3)	100.0 (1)	74.0 (6)	77.9 (6)	91.8 (4)	84.5 (5)	86.8 (4)
6. Developing approp. relationships with faculty	90.3 (6)	84.6 (4)	71.4 (7)	88.9 (5)	86.2 (4)	94.4 (2)	83.6 (6)	87.0 (4)	82.7 (6)
7. Creating & maintaining an adequate physical plant	87.5 (7)	76.9 (7)	71.5 (6)	61.1 (10)	64.3 (8)	77.8 (7)	83.6 (6)	77.9 (7)	71.1 (7)
8. Participate in planning programs offered by the College	67.5 (8)	25.0 (10)	35.0 (10)	66.7 (9)	58.6 (9)	38.9 (10)	73.5 (8)	70.1 (8)	67.0 (9)
9. Establishing effective communication with students	63.4 (9)	53.9 (8)	43.2 (8)	83.4 (6)	71.4 (7)	72.2 (8)	62.0 (10)	67.6 (9)	65.6 (10)
10. Settling internal disputes as a court of appeal	58.6 (10)	46.2 (9)	42.9 (9)	72.2 (8)	42.9 (10)	55.6 (9)	72.8 (9)	56.0 (10)	68.0 (8)
r_s *		0.88	0.86	0.59	0.87	0.74	0.92	0.87	0.90
$P \leq$		0.01	0.01	0.05	0.01	0.01	0.01	0.01	0.01

*Rank order in parenthesis: correlation of rank orders with that of Board members.

comparisons had high positive correlations with probabilities of less than 0.01 (one case less than 0.05), suggesting essential agreement between the Board and each respondent group for the rank-ordered importance of Board roles.

The ranking of Board roles, as assessed by Board members (Table 7.3), was compared with the rank ordering of actual Board decisions, by subject area, over the history of the College (Table 7.4). Of course there was no one-to-one correspondence since all Board roles were not reflected within the formal decision-making processes of Board meetings. There were, however, several interesting observations to be made. There was the highest degree of congruence in areas of finance, student affairs, and the presidential selection aspect of "personnel." This was followed by areas of Board structures/operations, physical plant and program planning, each with an absolute difference in rank of three. Greatest discrepancies lay in areas of Board relationship to faculty (personnel), and the Board acting as a bridge between College and its environment, each with an absolute difference in rank of five.

Demographic Variables and Board Role

Also of interest in reviewing the importance of various Board roles was the impact of the various demographic variables. Analyses of variance were performed, and the Scheffe procedure applied for determining homogeneous

Table 7.4 Comparison of the Rank Ordering of the Importance of Board Roles with Actual Board Decisions (1944-1976)

Role Importance as Assessed by Board Members	Rank	Rank	Subject Areas of Actual Board Decisions (1944-76)
Selecting a president	1	1	Personnel
Establishing goals, objectives, policy	3	2	Internal Board Affairs
Bridge between College & constituency	3	3	Business and Finance
Managing financial resources	3	4	Physical Plant
Devel. effective Board structures/proced.	5	5	Educational Programs
Relationships with faculty	6	6	"Other" (reports)
Creating/maintaining physical plant	7	7	External Affairs
Planning programs offered by College	8	8	Administrative Organization
Communication with students	9	9	Ceremonial
Court of appeal	10	9	Student Affairs

subsets for the variables of sex, age, location of home residence, occupation, education and political ideology.

There were no statistically significant differences in the mean levels of role importance attributable to the education, political ideology or the constituent group of the respondent. Those between the ages of 50 and 69 attached more importance to the role of "court of appeal" than did those 21-24 years of age. Respondents from Western and Eastern Canada placed greater importance on the role of "participating in program planning" than did respondents from the prairies. For four roles, males attached significantly higher levels of importance than did female respondents: establishing institutional goals, objectives, policy; creating and maintaining a physical plant; managing financial resources; and, selecting a president. Finally, there were four significant differences attributable to occupation, but with no discernable pattern. Clergy considered the "selection of a president" and "being a court of appeal" to be of greater importance than their counterparts, but judged the "creation and maintenance of a physical plant" to be of less importance than respondents in other occupations. Respondents with professional occupations considered "the establishing of effective communication with students" to be a less important role than other, non-clergy respondents. Taken as a whole, demographic variables did not appear to systematically affect the evaluation of the importance of Board roles, except for a slight suggestion that males were inclined to attach greater importance to roles than females did.

Quality of Performance of Board Roles: Questionnaire Results

The results of the evaluation of the quality of performance of the Board on the ten roles are displayed in Table 7.5. A very small, overall percentage assessed Board performance as "poor" or "very poor:" however, there was a high average percentage (37.4%) who reported "no basis for judgment." Slightly over half (54.9%) felt the Board was performing "well" or "very well."

When judgments were made about the quality of Board performance (excluding "no basis for judgment"), the CBC Board was doing best in roles historically associated with boards of trustees. In decreasing rank, respondents felt the Board was performing "well" or "very well" in the selection of a president (99.6%), establishing institutional goals, objectives, and educational policy (93.9%), managing financial resources (93.0%), developing effective Board structures and procedures (92.6%), and creating and maintaining an adequate physical plant (91.0%). The Board received poorest performance ratings in the area of establishing effective communication with students: here 64.6% of those who made judgments felt the Board was performing "well" or "very well." This was still judged to be a good level of performance, even though it ranked last.

Table 7.5 Proportional Distribution of the Relative Quality of Performance of the CBC Board on Each of Ten Roles as Assessed by the Total Sample

Board Role	Quality of Performance (%)				
	No Basis for Judgment	Very Poor	Poor	Well	Very Well
Establish goals, objectives, policy	30.9	0.7	3.5	45.0	19.9
Planning programs offered by College	48.7	1.0	6.2	37.9	6.2
Creating/maintaining physical plant	25.9	0.5	6.2	48.0	19.4
Managing financial resources	23.8	0.2	5.0	48.3	22.6
Devel. Board structures/procedures	49.8	0.2	3.6	38.8	7.7
Select a president	21.3	0	0.2	19.4	59.0
Relationships with faculty	41.0	0.7	7.8	39.8	10.7
Communication with students	38.4	4.5	17.3	32.7	7.1
Court of appeal	64.1	1.2	6.5	23.7	4.5
Bridge between College & constit.	26.9	1.4	11.8	39.9	20.0
Total	37.4	1.0	6.7	37.1	17.8

Between these two extremes, Board members were regarded as performing "well" or "very well" (excluding "no basis for judgment") by 86.0 percent, for "program planning," by 85.6 percent for "establishing effective working relationships with faculty," by 81.9 percent for "acting as a bridge between the College and its constituency," and by 78.6 percent for "settling internal College disputes as a court of appeal." As a generalized observation, the CBC Board of Directors appeared to enjoy the confidence of a minimum of approximately two-thirds of College-related persons who believed the Board was performing well in each of the ten roles identified. For eight of the roles (excluding communication with students and settling internal College disputes) the level of confident support rose to above 80 percent.

When the performance judgments of "well" and "very well" were further analyzed by respondent groups (Table 7.6), it was of interest to review responses to roles which most directly affected the respondent group. A consistently higher percentage of Board members gave positive evaluations of their performance than the mean percentages of all other respondents. Substantially fewer faculty members felt positive, compared to other groups, about the Board's performance in establishing institutional goals, objectives and educational policy. As far as the Board's participation in planning programs offered by the College, considerably

Table 7.6 Distribution of the Percentage of Respondents Who Evaluated Board Role Performance as "Well" or "Very Well"

Board Roles	Mean	Respondent Group								
		Board n=41	Adminis trators n=13	Faculty n=14	Staff n=18	Student n=29	Student Leaders n=19	Pres. Council n=50	Alumni n=77	Financ. Support. n=186
1. Select a president	78.4	89.5	81.9	92.9	88.9	82.2	76.4	89.1	86.3	66.9
2. Manage financial resources	70.9	86.8	63.6	64.3	72.3	75.8	64.7	84.4	72.2	64.2
3. Create/maintain physical plant	67.4	86.9	58.3	85.7	72.3	53.6	64.7	80.0	71.1	59.3
4. Establish goals, objectives, policy	64.9	84.6	58.3	35.7	66.6	62.1	76.5	68.7	70.4	59.1
5. Bridge between College and constituency	59.9	84.6	66.7	78.6	61.1	42.9	70.6	61.7	71.0	48.6
6. Relationship with faculty	50.5	71.1	65.7	14.2	77.8	39.3	53.0	54.4	54.1	44.0
7. Develop Board structures & procedures	46.5	86.5	66.4	35.7	50.0	34.6	41.2	50.0	39.7	41.1
8. Planning programs offered by College	44.1	63.1	33.3	21.4	53.0	25.0	41.2	52.1	47.3	41.8
9. Communication with students	39.8	61.6	64.6	15.4	61.1	17.9	23.5	40.4	41.1	37.2
10. Court of appeal	28.2	47.3	33.3	0	33.3	25.9	17.6	27.7	22.3	29.5

fewer faculty, students and administrators gave positive affirmations of Board performance than did other groups. It was somewhat surprising to observe the high level of support for Board performance in the structuring of their internal affairs, since Board meetings have been closed to all but the President. It could be that, since there was generally a high level of satisfaction with Board performance, respondents made positive inferences about internal Board affairs: Board member response confirmed their satisfaction with performance in this area. Selection of the president ranked highest in terms of well-executed performance, but financial supporters were least likely to grant this rating of any group. A disproportionately low percentage of faculty considered the Board's efforts to develop appropriate relationships with faculty to be well-performed. When Board communication with students was concerned, disproportionately low percentages of students, student leaders and faculty considered this role well-performed. No faculty considered the Board's settling of internal College disputes to be well-performed; however, this must be tempered by the fact that 92.9% reported they had "no basis for judgment" on the performance of this role. As far as the Board acting as a "bridge" between College and constituency, students and financial supporters were least likely to regard this role as well-performed.

In conclusion, it may be stated that though the Board was generally regarded by all groups to be performing various roles well, whenever respondents gave a lower performance evaluation than their colleagues, it was usually in an area which was of more direct concern to them than to other respondents.

Demographic Variables and Board Performance

The impact of demographic variables on evaluations of quality of Board performance in its various roles was nearly negligible from the perspective of statistical significance. When analyses of variance and Scheffe tests were used on mean group scores, there were no effects due to sex, age, education, political ideology or location of home residence. Respondents with professional occupations gave significantly ($p \leq 0.05$) lower evaluations of performance than non-clergy respondents for (1) Board participation in planning programs offered by the College, and (2) the Board's efforts to develop appropriate working relationships with faculty. Respondents from the professions also gave a significantly lower evaluation than clergy ($p \leq 0.05$) for Board performance of its role of bridge between College and constituency. The most significant finding was that faculty members gave significantly lower ($p \leq 0.05$) evaluations than six other respondent groups (alumni, administrators, staff, President's council, financial supporters and current Board members) for Board performance in developing appropriate working relationships with faculty.

Comparison of Responses to Role Importance and Performance

There was a definite statistical relationship between responses to the "importance" of Board roles and the "quality of Board performance" in those roles (Table 7.7). Pearson product-moment correlations were computed for responses on these two dimensions. When the total sample was analyzed as a unit, positive correlation coefficients were evident for each separate role with probability levels of less than or equal to 0.01. This implied a directly proportional relationship that was statistically significant for each role, such that the higher/lower an individual rated a role's importance, the higher/lower he would rate the quality of performance on the part of the Board. However, as is evident in Table 7.7, this pattern was not the case for all respondent groups. Generally, groups external to the College most closely approached the tendency to respond in a similar direction on both dimensions, while groups more closely identified with the internal operations of the College did not appear to give correlated observations as frequently. This may well be evidence that internal group evaluations of role importance and Board functioning in those roles were more discriminatory in nature, and perhaps less susceptible to any response set which may have been operative.

Summary

Board members at CBC have operated within unchanged,

Table 7.7 Distribution of Statistically Significant Pearson Product-Moment Correlations of Responses to Role Importance and Quality of Board Performance in Each of Ten Roles

Board Roles	Overall Sample	Internal Respondent Groups						External Respondent Groups		
		Board	Adminis trators	Faculty	Staff	Student	Student Leaders	Pres. Council	Alumni	Financ. Support.
1. Establish goals, objectives, policy	r=.2725 p=.001		r=.5230 p=.041					r=.2606 p=.037	r=.2492 p=.016	r=.2896 p=.001
2. Planning programs offered by College	r=.2784 p=.001	r=.5162 p=.110							r=.1999 p=.047	r=.2913 p=.001
3. Create/maintain the physical plant	r=.3522 p=.001			r=.7107 p=.002				r=.4617 p=.001	r=.4764 p=.001	r=.3451 p=.001
4. Manage financial resources	r=.2460 p=.001	r=.4078 p=.006	r=.5645 p=.035				r=.7798 p=.001		r=.2882 p=.007	r=.2133 p=.002
5. Devel. Board structures & procedures	r=.1813 p=.001					r=.4231 p=.018		r=.2632 p=.040		r=.1795 p=.009
6. Select a president	r=.2851 p=.001		r=.6277 p=.014	r=.5048 p=.033	r=.4394 p=.034		r=.5383 p=.013	r=.4736 p=.001	r=.2418 p=.019	r=.2545 p=.001
7. Relationship with faculty	r=.2790 p=.001						r=.6181 p=.005			r=.2914 p=.001
8. Communication with students	r=.3065 p=.001				r=.4440 p=.032			r=.2980 p=.021	r=.3673 p=.001	r=.3698 p=.001
9. Court of appeal	r=.2497 p=.001		r=.7569 p=.002				r=.6543 p=.002			r=.2522 p=.001
10. Bridge between College & constituency	r=.3066 p=.001						r=.6734 p=.002	r=.2823 p=.027	r=.4781 p=.001	r=.2632 p=.001

historic legal roles of board members since the inception of the College. These included (1) ensuring that institutional mission conformed to the Charter and Constitution, (2) oversight of physical assets, and (3) oversight of financial matters. Actual Board decision making has focused primarily on the role identified by Perkins (1973) as being an "agent of the creator" of the corporation, with a slight suggestion that this focus has been greater in the 1957-76 interval than before it.

There was a high positive correlation ($p \leq 0.05$) between all respondent groups and Board members regarding the rank-ordered importance of ten major board roles. The roles perceived as being of highest importance were, in descending rank, (1) selecting a president, (2) establishing institutional goals, objectives, and educational policy, and (3) managing financial resources. The lowest ranking goals were (8) establishing effective communication with students, (9) participating in planning programs offered by the College, and (10) settling internal College disputes as a court of appeal. Males were inclined to attach greater importance to roles than females.

All respondent groups generally evaluated the Board as performing well, or very well, on each of the ten major roles, with at least two-thirds of all respondents giving such evaluation. When respondents gave a lower performance evaluation it was generally in a role which was of more direct concern to them than to other respondents: this was particularly true of faculty evaluations of Board efforts to develop appropriate relationships with faculty.

There was a statistically significant, positive correlation between perceptions of the importance of a board role and perceived quality of performance of the CBC Board in that role; however, this was increasingly evident the further a respondent was removed from the College.

Finally, from this analysis of Board role, there were no evident changes in the role, or role expectations, of the Board of Directors over its history. However, it may be noted that the Board has been performing two of the major roles identified by Perkins (1973), namely, agent of its creator, and bridge between internal and external constituencies. It was Perkin's belief that the successful performance of these two roles would lead to role conflict. This did not appear to be the case at CBC, but it may represent a basis for latent conflict.

CHAPTER EIGHT

BOARD MEMBERSHIP COMPOSITION AND ORGANIZATION

The data reported in this chapter related to issues concerning membership compositon and organization of the Canadian Bible College Board of Directors. The dimensions investigated were: Board member characteristics of age, education, sex, occupation, political ideology, residence, income, experience on boards, and knowledge of literature in governance of higher education; board size; membership; method of selection; length of term; length of service; committee structure; and, openness and frequency of meetings. The data is reported for each of the foregoing factors in such a way that first, any changes over the Board's history are presented from the documentary anlysis of Board minutes, and second, there is a description of the preferences of questionnaire respondents to most of the above issues. In a second section of the chapter, Board member perceptions and preferences regarding the internal functioning of the Board are presented.

Board Member Characteristics

Age

Historical data on the ages of Board members were not obtained due to the apparent difficulty for former Board members to identify their most recent year of service on the Board, which was the only designed way of assessing their age. Of the current Board members, seventy percent (7) were between the ages of 40-49. The three age categories of 30-39, 50-59, and 60-69 each had one member (10%).

Education

Of the 53 clergymen (excluding the four presidents) who have served as Board members during the past 30 years, only two (3.8%) had education beyond a bachelors degree: both these men had master's degrees and were one-time faculty members at the College. One served on the Board while a faculty member in 1952-53 and 1953-54. During the same 30-year period, three of the 18 laymen (16.7%) had education above a first degree: two at the master's degree level, and one with a professional doctorate in medicine.

Although six of the current Board members did not complete the questionnaire, it was known that seven Board members had a bachelor's degree, so the number with a first degree could be expanded from three, who so responded on their questionnaires, to seven. The distribution by educational level for current Board members was therefore 28.6% (4) with some college or university, 50% (7) with a first degree or its equivalent, 14.3% (2) with a master's degree, and 7.1% (1) with a professional doctorate.

Of the total of eight years service given by five Board members educated beyond the bachelor's level, six years have been given since 1969 by four trustees. Since the involvement of Board members educated to this level has been minimal, it was not possible to confidently infer a trend, but clearly within the past six years, there has been an overall increase in the educational level of the Board.

Sex

There have never been any women who served on the College Board of Directors, which undoubtedly is a reflection of the fact that there have been very few women in senior-level, church-related vocations in the controlling denomination, and none in positions of denominational leadership, save membership on several conference committees.

Occupation

The Board has clearly been a clergy-dominated board. It was not until 1955 that the first layman was appointed to the Board. A Board motion in 1958 made provision for three laymen (Board Minutes, March, 1958). A 1960 review team from the accrediting association, the AABC, suggested that one-half of the Board membership should be from business and/or professional backgrounds; however, Martin (1962:84) recorded that, in the 1961 Revised Constitution, the Board of Directors ". . .was to be composed of eight members from the Western Canadian District and four members from the Eastern and Central Canadian District; it was to include two laymen from the West and one from the East." In February 1971 the Board amended the constitution to allow an additional two laymen appointed by the Board (Board Minutes, February, 1971). The Western Canadian District of C&MA churches, at their annual 1973 conference, passed a recommendation that the CBC Board increase its lay component to at least 50 percent of the total membership (Board Minutes, October, 1973). The recommendation was tabled for one year and at the end of 1975 had not been taken from the table. A comprehensive occupational picture of Board members as reflected in Table 8.1. Seventy-six percent of all trustees have been ministers; however, as the composition of the current Board indicated, the non-clergy component has increased. In addition, Board members with professional occupations appeared to be on the increase while their business counterparts were becoming less numerous. The respective slopes of the curves in Figure 8.1 confirm that the rate of growth has been faster for the professional component than for business.

Political Ideology

Inconclusive data were available to indicate the political ideology of former Board members. The closest approximation was their questionnaire response regarding their present inclinations. As compared with current trustees (Table 8.2), a fewer percentage of former Board members were conservative than current members; however, it could well be that the political inclinations of former members have become more moderate with the passing of time, and that questionnaire results reflect the present more than the time when respondents served on the Board. Compared to

Table 8.1 Occupational Distribution of Board Members

	Clergy*	Professional	Business	Total
Current Board Members	11 (64.7%)	5 (29.4%)	1 (5.9%)	17
Former Board Members	46 (79.3%)	3 (5.2%)	9 (15.5%)	58
Current & Former Members	57 (76.0%)	8 (10.7%)	10 (13.3%)	75

*Presidents were included in the clergy category since each has been a clergyman.

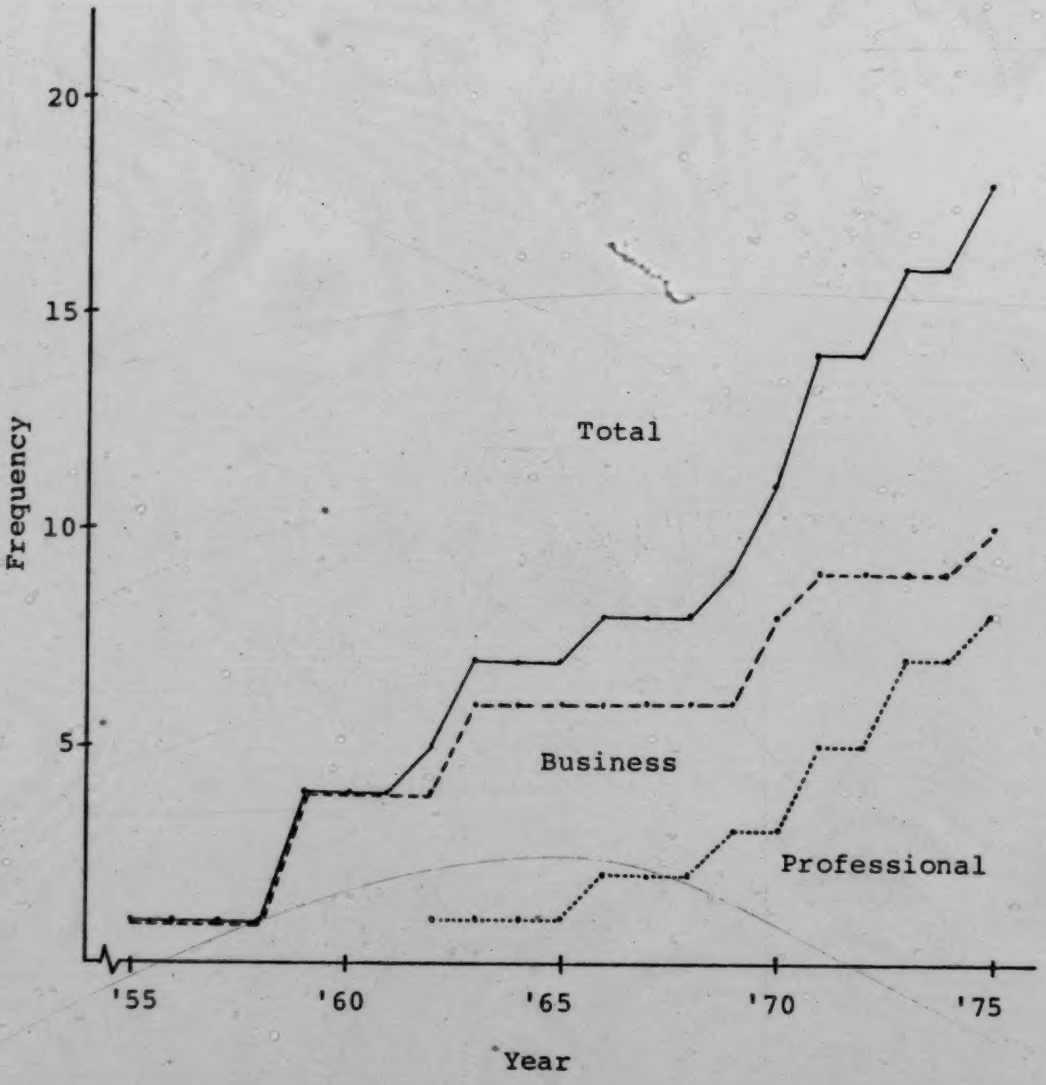


Figure 8.1 Cumulative Frequency Distribution of All Non-Clergy Board Members with Comparisons for Business and Professional Components

Table 8.2 Comparisons of the Political Ideology of Former and Current Board Members

	Conservative	Moderate	Liberal	Other	Total
Former Board Members	22 (68.8%)	20 (31.2%)	0	0	32
Current Board Members	8 (80.0%)	2 (20.0%)	0	0	10
Total Sample	30 (71.4%)	12 (28.6%)	0	0	42 (100.0%)

the total sample, the current Board had a higher proportion of politically conservative members than the total sample of constituents surveyed by the questionnaire.

Residence

Since Canadian Bible College is the single denominational College for Canada, elected Board membership has been decided on a regional basis since 1955-56. Martin (1962:50-51) indicated that the 1955 Board was composed of eight members from the Western District (British Columbia, Alberta, Saskatchewan and Manitoba), and three members from the Eastern and Central District (Ontario and east). Following a 1961 reorganization which resulted in three church conferences in Canada, four Board members were to come from each District Conference. Subsequent Board action increasing the number of allowable trustees did not impose geographical restrictions on their appointment by the Board, and no clear pattern has emerged regarding the location of their residence, except that they generally have lived in larger urban centres.

From a review of questionnaire responses, it was apparent that 40.5% of current and former members have come from British Columbia or Alberta, while 21.4% came from Saskatchewan or Manitoba, 21.4% from Ontario and eastern Canada, and 16.7% from the U.S.A.

Income

Because of potentially small sample sizes in certain groups surveyed, a decision was made not to inquire about the income of respondents, since that information could have been sufficient to reveal their identity. Statistics Canada indicated that the mean and median income for Canadians in 1975 were respectively $16,613 and $15,065 (*Canada YearBook 1978-79*, 1978:267). From the writer's general knowledge of ministers salaries, it would be safe to generalize that not more than one or two Board members,who were clergy, had incomes below the national mean; however, it was unlikely that any clergymen earned much more than $20,000 in 1975. This would mean that 64.7 percent of the Board had incomes of less than $25,000. It was possible to conclude that the CBC Board members have never been wealthy men, with perhaps one or two exceptions.

Experience on Boards

Both current and former Board members were unexperienced on Boards prior to involvement on the CBC Board of Directors. None of the current Board respondents had previous membership on another college or university governing board, and 84.4 percent of former Board members also had no such experience. Exclusive of postsecondary education governing boards, current and former Board members had served on a mean of 3.2 and 2.4 boards of varying kinds respectively. Many of the clergy would have include their church boards in these totals. Looking at the median number of non-postsecondary boards being served by current (3.5) and former (1.5) Board members, it would appear that Board members' experience on boards is increasing, but not as trustees of postsecondary educational institutions.

Knowledge of Literature on Board Role in Governance

While former Board members were only slightly more aware of literature related to their role in governing a postsecondary institution, both groups were essentially unknowledgeable in this area. None of the current Board respondents had read anything in this area, though 50 percent (5) had briefly examined some publications, but not read them. Only 15.6 percent (5) of all former Board members had read at least five publications, and only one of these (3.1%) sought out and read material.

Miscellaneous Personal Characteristics

Questionnaire respondents were asked to make judgments on a Likert-type scale as to how essential 14 miscellaneous personal characteristics would be in their selection of Board members. Table 8.3 rank orders these characteristics in terms of their mean score, and gives the percentage responses to various categories of desireability/importance. Because the "highly undesireable" and "undesireable" options were generally used so sparingly, they were combined for purposes of this presentation.

Respondents believed that essential characteristics for

Table 8.3 Respondent's Evaluation of the Importance of Selected Personal Characteristics in Their Selection of a Board Member

Personal Characteristics		Mean	Highly Undesireable and Undesireable	Undecided	Important	Essential
1. Spiritual stature	Essential	4.9	0.2%	0.2%	7.8%	91.8%
2. Understand the role of a Bible College		4.7	0.2	0.9	27.7	71.2
3. Time to devote to Board activities		4.5	0.2	0.9	41.3	55.8
4. Ability to listen, to be a "sounding board"		4.5	0.6	3.3	44.3	51.7
5. Vision to move ahead with new ideas	Important	4.4	0.4	2.9	51.8	44.9
6. Business knowledge		4.1	0.8	8.3	68.8	22.1
7. Knowledge of higher education		4.1	1.4	13.0	60.7	24.9
8. Stature in chosen vocation		4.0	0.4	17.7	67.3	14.6
9. Stature within the community		4.0	1.1	17.6	59.2	22.1
10. Strong views about most matters	Undecided	3.2	25.9	28.4	43.0	2.7
11. Generally known to other Board members		3.2	4.2	72.9	21.5	1.3
12. Alumnus of the College		3.2	3.8	76.5	18.3	1.3
13. Ability to contribute financially		3.1	6.0	77.6	15.9	0.4
14. Middle-of-the-road point of view on most issues		2.6	51.5	25.6	19.1	3.8

Board members to have were spiritual stature, understanding of the role of the Bible college, time to devote to Board activities and the ability to listen. The only statistically significant difference, when responses of all possible respondent groupings were submitted to analysis of variance, was that females (mean=4.8) felt it was more essential than males (mean=4.6) that Board members understood the role of a Bible college (F=10.256; p=0.002).

In considering characteristics which a majority judged to be important, vision to move ahead with new ideas was considered to be more important by those with some university (mean=4.6) or those with a master's degree (mean=4.6) than by those with only some high school (mean=4.2) (F=4.253; p=0.0001). A knowledge of higher education was considered more important by females (mean=4.2) than males (mean=4.0; F=4.737; p=0.0301), by respondents with professional occupations (mean 4.2)than by clergy (mean=4.0; F=2.781; p=0.0631), and by those with a master's degree (mean=4.4) than those with only some high school (mean=3.9; F=2.415; p=0.0196). Only males (mean=4.0) considered stature in a chosen vocation more important than females (mean=3.9; F=4.368; p=0.0372). There were no statistically significant differences between respondents on the importance of business knowledge or stature in the community.

Of the characteristics for which a majority respondents were uncertain of their importance, only "alumnus of the College" yielded differences that were statistically significant. In this case, clergy (mean=3.3) expressed less indecision than respondents with professional occupations (mean 3.1; F=3.611; p=0.0278).

Several observations stood out when the percentage responses in various choice options were considered. A "middle-of-the-road point of view on most issues" was seen by a majority of respondents as undesireable; however, one quarter of all respondents also found it undesireable for Board members to have "strong views about most matters." When the percentages for "important" and "essential" were combined, there was a marked separation between the first nine characteristics, none of which had less than 80 percent of all respondents who considered them to be important/essential, and the last five which were all under 50 percent: the last four (generally known to other Board members, alumnus of the College, ability to make financial contributions, and a middle-of-the-road point of view on most issues) had fewer than 25 percent of the respondents who considered them important/essential. The value of lambda reached a high of 0.14, but nearly always was below 0.05 suggesting that a knowledge of the particular group a respondent was identified with (on any descriptive dimension) did not appreciably reduce the errors in prediction: the mode was the best predictor of response.

In conclusion it can be reported that a majority of respondents considered spiritual stature, understanding of a Bible college, time to devote to Board activities, and ability to listen to be essential personal characteristics in Board members they would select. In addition, over 50 percent believed it important for Board members also to have vision to move ahead with new ideas, to have a knowledge of business and higher education and to have stature in their chosen vocations and communities. Each of the above characteristic yielded support of at least 80 percent of all respondents. Most objectionable was a middle-of-the-road point of view on most matters.

Summary

If one were to construct a "typical" CBC Board member, in terms of personal characteristics that represented modal categories of current and former trustees combined, he would be a clergyman between 40-49 years of age with a bachelor's degree or its equivalent. He would have a self-professed conservative political ideology, reside in a medium to large urban centre in British Columbia or Alberta with an income slightly above the national mean. He would not have served on any previous board of a postsecondary institution, but over the past five years would have sat on a mean of 3.2 other kinds of boards. He would be virtually unknowledgeable regarding literature relating to his role in governing a postsecondary institution.

Evident, or suggested trends related to Board member characteristics were found to be, increasing educational level, decreasing numbers of clergy, a greater rate of growth in Board members who have professional (clergy excluded) rather than business-related occupations, and perhaps a hint of an increase in members with conservative political ideologies.

Essential miscellaneous characteristics for selecting Board members were reported to be, in order of priority, spiritual stature, understanding the role of the Bible college, time to devote to Board activities, and an ability to listen. Though not considered essential, other characteristics of importance were vision to move ahead with new ideas, knowledge of business and higher education, and stature in chosen vocation and community.

Board Size

It is not clear how the size of the Board was determined nor controlled prior to 1955. One evident feature (Figure 8.2) was its slow but steady growth in size from three to eleven prior to 1955. With the appearance of the first constitution in 1955, the number of trustees was specifically defined, though in one year (1958) there appeared to be one more member than called for by the constitution.

Constitutional amendments affecting board size occurred as follows: (1) in 1959 there was an increase of three

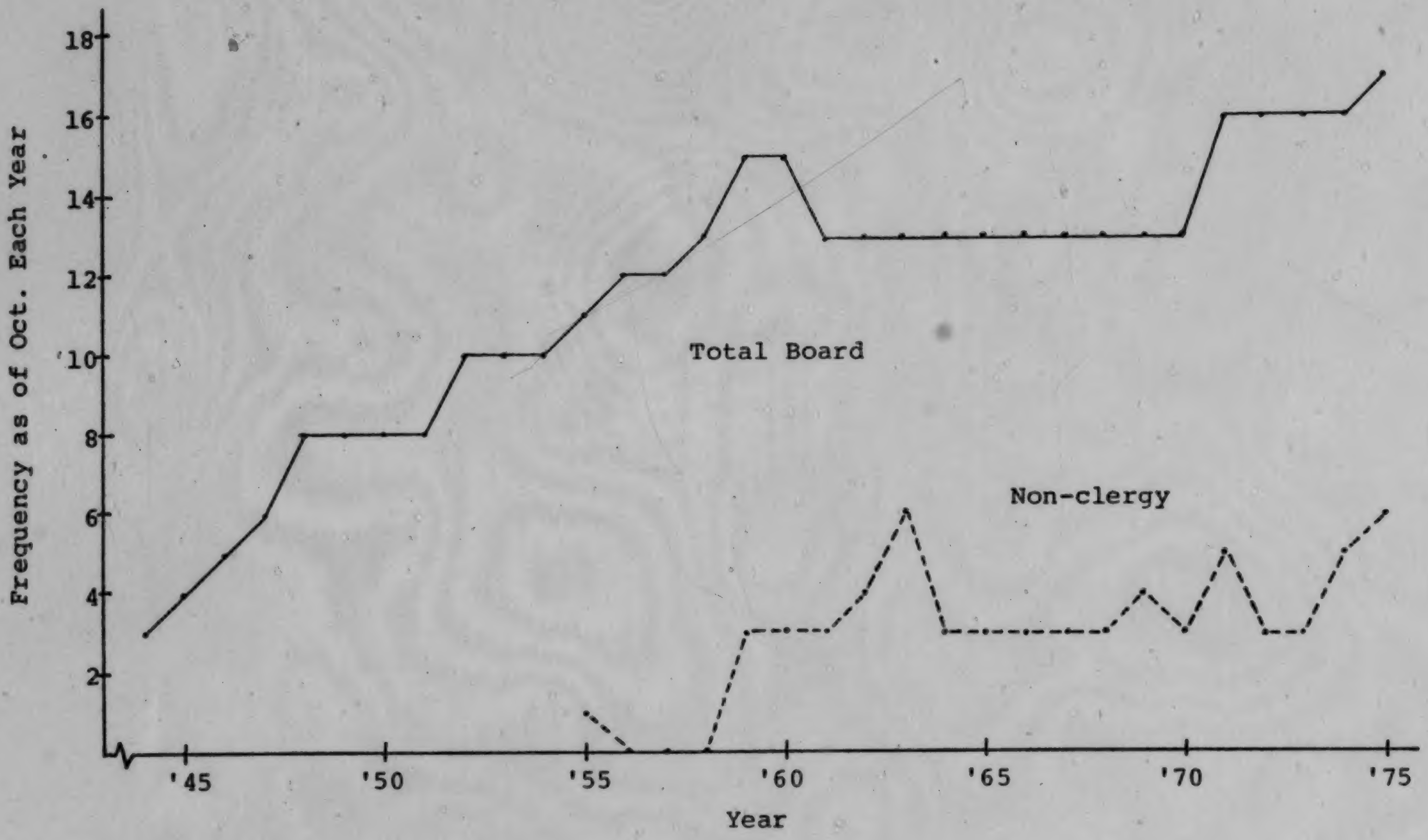


Figure 8.2 Board Size by Year with Comparison of the Non-Clergy Component

(as of the Fall of Each Year)

elected laymen; (2) in 1961 a constitutional revision reduced Board size to 13; (3) in 1971, the Alumni President was added ex-officio, and two positions were created for laymen appointed by the Board, bringing the total to 16; (4) in 1975 there was the inclusion of the position of the Canadian Director of the C&MA, ex-officio, increasing the total membership to 17.

Questionnaire respondents gave their preferred size of Board as indicated in Figure 8.3. Since there were no statistically significant difference between respondents when compared by all combinations of demographic descriptors, Figure 8.3 simply presents a comparison between Board members and non-Board members. The modal response category for Board members and College administrators was 13-16, while for all other groups it was 9-12 members. Overall, 71.4 percent of the responses were in the 9-12 and 13-16 members categories. The modes were used since none of the lambda values exceeded 0.10.

Since only 14.1 percent of current and former Board members desired a Board of 17 or more members, it appeared that the 1975 Board size of 17 had exceeded the preference of a majority of those who sit, or have sat, on the Board.

Membership

The concern of this section was who the people were who have sat on the Board, primarily in terms of their relationship to the College. Prior to 1955, College

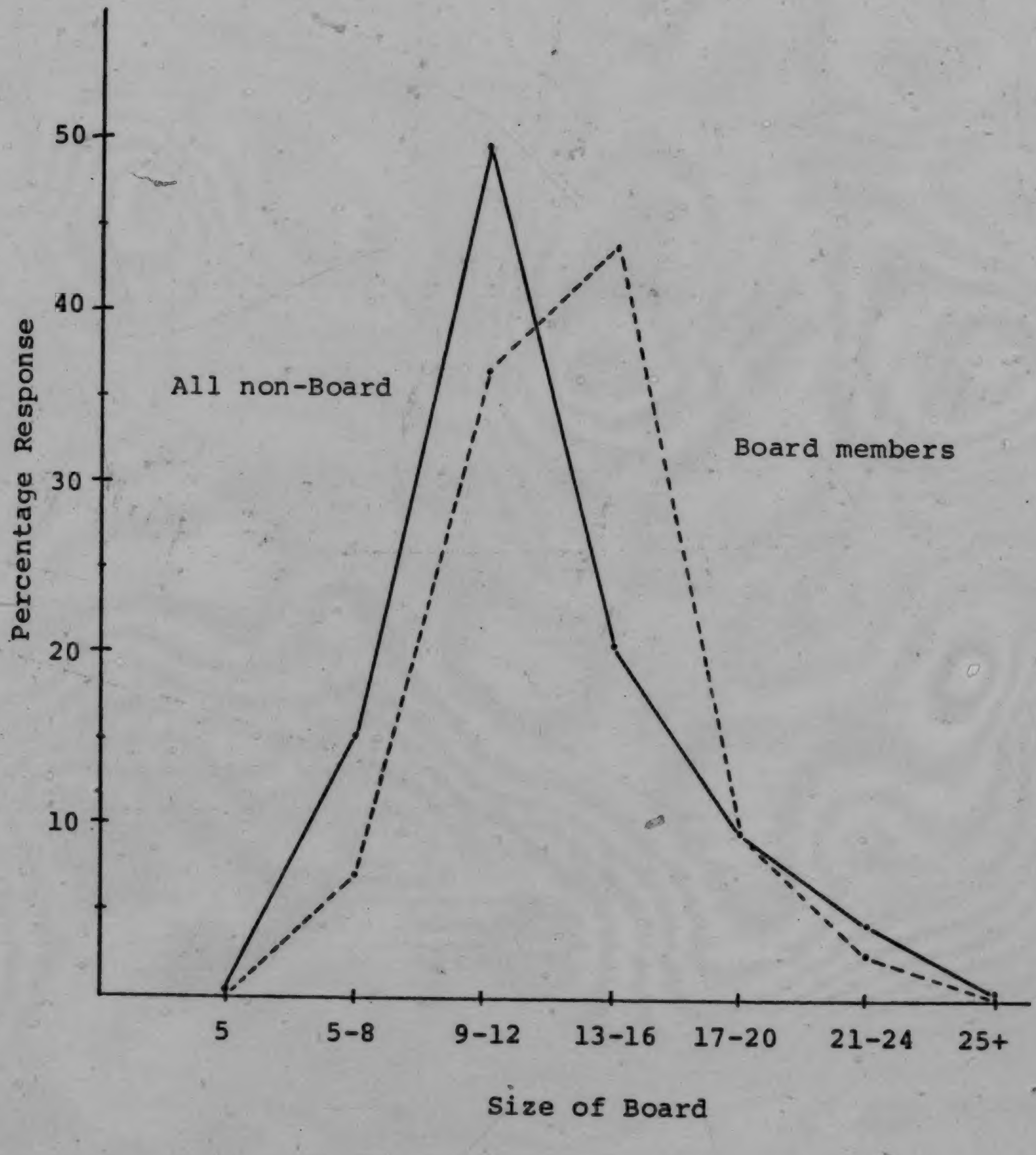


Figure 8.3 Comparison of Board Members and Non-Board Members Preferences for Size of Board

governance structures appeared to have been quite informal and flexible: the concern seems to have been one of survival and getting the job done with the best people available, rather than a formalized concern over positions occupied by people and possible conflict of interests. "The three . . . founders of the school were called "directors" in the first publication of the school yearbook . . ." (Martin, 1962:17). One founder was the first principal (president) of the College, one was a District Superintendent with oversight of C&MA churches from British Columbia to Manitoba, and one was a Regina minister. From the beginning, Board membership has always included the College president, ex-officio, all District Superintendents of the Canadian Church conferences, ex-officio, and clergy who were appointed prior to 1955, and elected thereafter. The non-clergy component was initiated in 1955, as discussed earlier.

Three separate faculty had membership on the Board: S.J. Jessop, 1948-52; W.M. Fox, 1949-52; and, R. Freed, 1952-53. Since 1953 there have been no faculty representatives on the Board; however, there have been two Board members who were former faculty members. A 1975 Board action perhaps indicated the most recent attitude of the trustees toward Board membership by an employee of the Board. In that year, the Director of Extension Education was elected as President of the Alumni Association (a part-time position), which was an ex-officio position on the Board. By Board action (Board Minutes, October, 1975), he was requested to "voluntarily absent himself" from meetings of the Board because of a "conflict of interest."

Alumni representation on the Board of Directors was first raised in 1960 (October Board Minutes). The recommendation was referred to a sub-committee for study, and it was 1971 before such action was formally implemented (Board Minutes, February, 1971). Though formal alumni representation came as late as 1971, a former student of the College served on the Board as early as 1946. A total of 21 (28%) graduates of Canadian Bible College have served on the Board at some point in its history (see Appendix F for names and dates of tenure on Board), with six on the current Board. An additional four trustees have been former students at CBC, bringing the total to 25 (33.3%) Board members who are either graduates or former students of the College to which they subsequently gave oversight. There have never been any student members or representatives on the Board, nor representatives from any other in-College groups.

Questionnaire Results for Representation on the Board

In the questionnaire survey, respondents were asked to indicate the extent of their agreement with Board membership for faculty, non-academic staff, students, alumni, and University of Regina representatives. The University of Regina representative was included because of working relationships CBC has with the University.

The data were analyzed in two basic ways. First, frequency distributions were analyzed, and since there was a variable cell size, data were reported as percentages. Second, since respondents were requested to record their preferences on a Likert-type scale extending from strongly disagree through disagree, uncertain, agree, to strongly agree, the scale was treated as a continuum, and mean scores were computed and tested for significant differences using analysis of variance and the Scheffe test (Winer, 1962). The following analysis of data first considered the frequency distributions, then concluded with the tests of statistical significance.

Frequency distribution. Table 8.4 summarizes responses of the total sample with a comparison of responses made by Board members. By combining the two categories for "agreement" and the two for "disagreement," it was clear that a majority of the total sample agreed that faculty (81.1%) and alumni (67.5%) should have a representative on the Board; however, the majority disagreed that students (50.1%) and the University of Regina (58.3%) should be so represented. A higher percentage agreed (45.5%) with non-academic staff representation than disagreed (36.1%), but neither represented a majority of the respondents.

Board members expressed an average of 20.7% less agreement than the total sample for the inclusion of various

Table 8.4 Respondent's Preferences for Representation on the Board of Directors of CBC (total sample with Board comparison)

Possible Board Representative	Extent of Agreement (%)				
	Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree
Faculty	2.9 (7.1)*	9.8 (23.8)	6.2 (7.1)	57.4 (54.8)	23.7 (7.1)
Alumni	1.8 (2.4)	15.5 (7.1)	15.3 (9.5)	55.7 (66.7)	11.8 (14.3)
Non-Academic Staff	7.1 (15.0)	29.0 (57.5)	18.3 (5.0)	36.6 (22.5)	8.9 (0.0)
Students	13.5 (16.7)	36.6 (64.3)	10.6 (2.4)	31.0 (14.3)	8.2 (2.4)
Univ. of Regina rep.	20.2 (31.0)	38.1 (59.5)	21.3 (7.1)	19.5 (2.4)	0.9 (0.0)

*Figures in parentheses indicate percentage of current and former Board members representatives, except in the case of alumni representation, for which 13.5% more Board members favoured the action than was true for the total sample. The Board members generally expressed less uncertainty than the total sample.

Strongest support for faculty representation came from alumni (89.8%), students (89.7%) and financial supporters (86.8%), while strongest disagreement came from administrators (38.5%). Strongest support for alumni presence on the Board came from faculty (92.9%) and Board members (81.0%), while the highest level of disagreement came from student leaders (33.4%) and students (31.0%). Non-academic staff inclusion on the trustees board received highest levels of agreement form students (58.6%) and the non-academic staff (57.9%), and most disagreement from Board members (72.5%). Student membership on the Board found greatest support from financial supporters of the College (48.7%), and least support from Board members (16.7%). University of Regina representation on the Board received highest agreement by financial supporters (29.8%), while Board members (9.5%), administrators (15.4%) and student leaders (16.6%) gave it least support. Values for lambda never rose above 0.10 indicating no improved predictions beyond the mode could be made from responses to potential Board represntation.

Statistically significant differences. In Table 8.5, there is a summary of statistically significant ($p \leq 0.10$) differences in mean response to the question of agreement with membership of various groups on the Board of Directors. Statistically significant diffences, attributable to the respondents' relationship to the College, were evoked for the questions of Board representation for non-academic staff, students, and the University of Regina. Financial supporters expressed significantly less disagreement for student and university representation than did Board members, and in the case of University representation, than administrators as well. Differences attributable to sex were significant on each question. With the exception of alumni, female respondents were more agreeable/less disagreeable to the admission of various representatives to Board membership than were males. In the cases of faculty and non-academic staff, females expressed greater agreement, while for student and university representation, females were less disagreeable than were males.

The only difference identified with location of home residence, was that of respondents from Ontario and eastern Canada who were less disagreeable to University of Regina representation on the Board than those from Saskatchewan and Manitoba.

In each case, except for student representation, occupational differences were evident. The clergy had the

Table 8.5 Summary of Statistically Significant Differences in Respondent's Preferences for Representation on the Board of Directors

Dependent Variable	Faculty Representation	Non-Academic Staff Representation	Student Representation	Alumni Representation	U. of Regina Representation
Relationship to College		Students (3.5)* > Board members (2.4)	Financ. Supporters (3.1) > Board Members (2.2)		Financ. Supporters (2.7) > Board Members (1.8) and Administrators (1.6)
Sex	Female (4.1) > Male (3.8)	Female (3.4) > Male (2.9)	Female (3.0) > Male (2.7)	Male (3.7) > Female (3.5)	Female (2.6) > Male (2.3)
Age					
Residence					Ont. & east (2.7) > Sask./Man. (2.2)
Occupation	Profess. (3.9) & "Other" (3.9) > Clergy (3.6)	"Other" (3.2) > Clergy (2.8)		Profess. (3.8) > "Other" (3.5)	Profess. (2.5) & "Other" (2.5) > Clergy (2.0)
Education					
Political Ideology					

*Numbers in parentheses are the mean scores on a scale ranging from one (strongly disagree) to five (strongly agree).

lowest mean response for faculty, non-academic staff and University representatives, while professional respondents had the highest mean response for faculty, alumni, and University representation: the latter was twice shared with "other" respondents (business, farm, labour, clerical, students) for faculty and University representation on the CBC Board. It was interesting that respondents in the "other" category were significantly less disagreeable to the inclusion of non-academic staff than were the clergy.

Summary. A summary of responses to questions regarding who should have representation on the Board of Directors permitted the following conclusions:

(1) there was majority agreement that faculty and alumni should have representatives on the Board, and majority disagreement for students and University of Regina representatives to be accorded the same privilege. The status of non-academic staff was more ambivalent, with slightly more favoring inclusion than disagreeing with it;

(2) Board members tended to express less agreement than the total sample for opening up membership to other groups, except for alumni which received greater agreement. In three cases (non-academic staff, students, University of Regina) the Board responses were significantly lower than those of students and financial supporters;

(3) females gave significantly more agreeable responses than males to the inclusion of all but alumni representatives on

the Board, while males switched the pattern giving significantly more agreement to alumni representation than did the females;

(4) clergy gave significantly less agreeable responses than non-professional occupations ("other") to non-academic staff representation and less agreeable ratings than all other respondents regarding faculty and University representation on the Board.

Questionnaire Results for Enfranchisement of Board Representatives

Respondents were not only questioned about whether certain groups should have representation on the Board, but whether or not they should have a vote. The data were again analyzed by a frequency distribution and by analyses of variance for significant differences between mean responses.

Frequency distribution. Table 8.6 displays the percentage distribution of the total sample, with comparison of Board member responses, to the questions of whether or not privilege of voting should be extended to faculty, non-academic staff, student, alumni and University of Regina representatives, if they were on the Board.

The initial, striking observation was the high degree of similarity of the distributions in Tables 8.4 and 8.6 for the response of the total sample. It was an evident generalization that respondents were prepared to agree to enfranchising Board representatives to approximately the

Table 8.6 Respondent's Preferences for Enfranchising Possible Board Representatives (Total Sample with Board Member Comparison) Expressed as a Percentage

Enfranchisement For These Possible Board Members	Extent of Agreement (%)				
	Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree
Faculty	5.6 (16.7)*	14.7 (35.7)	10.5 (9.5)	49.7 (38.1)	19.6 (0.0)
Alumni	4.0 (2.4)	15.5 (11.9)	18.0 (7.1)	51.0 (61.9)	11.5 (16.7)
Non-Academic Staff	9.5 (17.1)	29.3 (56.1)	21.7 (7.3)	33.2 (19.5)	6.3 (0.0)
Students	17.5 (22.0)	41.7 (58.5)	14.3 (12.2)	20.9 (7.3)	5.6 (0.0)
Univ. of Regina rep.	25.1 (36.6)	39.7 (53.7)	24.6 (2.4)	9.9 (7.3)	0.7 (0.0)

*Numbers in parentheses indicate the percentage of current and former Board members same degree they would permit membership in the first place. Both levels of disagreement and uncertainty were slightly higher for the issue of voting privilege than for allowing representation: conversely, the levels of agreement were slightly lower for enfranchising representatives than for allowing membership on the Board, though none of these differences was significant.

The Board, in similar fashion, had higher levels of disagreement and lower levels of uncertainty and agreement than the total sample, except for allowing the alumni representative a vote, in which case the pattern was reversed.

By combining the two levels of agreement together, as well as the two levels of disagreement, it was apparent that a majority of respondents would enfranchise faculty (69.3%) and alumni (62.5%), but the majority would disagree about the same privilege for University (64.8%) and student (59.2%) representatives. Again, opinions about a voting non-academic representative were ambivalent with 38.8% disagreeing and 39.5% agreeing. Uncertainty levels were slightly higher for each case when the issue was extending the right to vote, rather than the right to membership.

Strongest support for the faculty vote came from students (82.7%) while strongest disagreement came from Board members (52.7%) and administration (46.2%). Strongest support for enfranchising the alumni representative came from Board members (78.6%) and strongest opposition from students (34.5%) and student leaders (33.3%). Parenthetically it was of interest to observe that nearly a fifth of the Board members were uncertain or disagreed with a voting alumni representative when they already had the same on the Board. Strongest support for non-academic staff enfranchisement came from faculty (57.2%), while strongest disagreement was expressed by the Board (73.2%). Student right to vote was agreed to most often by faculty (42.9%), and least often by Board members (7.3%). The right of University of Regina representation to vote received greatest agreement from President's Council members (16.0%) and greatest disagreement from Board members (90.3%). No lambda values were higher than 0.10,indicating that a knowledge of who was being considered for privilege to vote did not help in predicting what level of agreement there would be.

Statistically significant differences. Table 8.7 records the statistically significant differences ($p \leq 0.10$) in mean response to the issue of voting privilege for Board representatives. Board members expressed significantly less agreement with faculty voting privilege than students, student leaders, alumni, and financial supporters.

Differences due to sex gave the same pattern as with the issue of representation: females registered significantly greater agreement than males to extending

Table 8.7 Summary of Statistically Significant Differences ($p \leq 0.10$) in Respondent's Preferences for Enfrancising Board Representatives

Dependent Variable	Faculty Vote	Non-Academic Staff Vote	Student Vote	Alumni Vote	U. of Regina Vote
Relationship to College	Financ. Supporters (3.8)*, Alumni (3.9), Student Leaders (3.9) & Students (4.0) > Board members (2.7)				
Sex	Female (3.9) > Male (3.5)	Female (3.2) > Male (2.8)	Female (2.8) > Male (2.4)	Male (3.6) > Female (3.3)	Female (2.4) > Male (2.1)
Age					
Residence					Ont. & east (2.5) Sask./Man. (2.1) & USA (2.0)
Occupation	"Other" (3.8) & Profess. (3.6) > Clergy (3.2)	"Other" (3.1) > Clergy (2.7)	"Other" (2.6) > Clergy (2.3)	Clergy (3.7) & Profess. (3.7) > "Other" (3.4)	Profess. (2.3) & "Other" (2.3) > Clergy (1.8)
Education		Some Hi School (3.1) > Doctorate (2.0)		Master's (4.0) > Tech. Inst. grad (3.0)	
Political Ideology	"Other" (4.3) > Conserv. (3.5)		Liberal (3.2) > Conserv. (2.4)		

*Numbers in parentheses are mean scores on a scale ranging from one to five (strongly disagree to strongly agree) voting rights to faculty and non-academic staff, and less disagreement for student and university enfranchisement. Males, however, gave greater agreement for the alumni vote than did females.

Ontario and Eastern Canadian respondents reported significantly less disagreement over extending a vote to a University of Regina representative than those from either Saskatchewan and Manitoba or the U.S.A.

With respect to occupational differences, clergy again registered less agreement for faculty and University voting privileges than all other respondents. In a further two cases, clergy scored greater disagreement than non-professional respondents for non-academic staff and student votes. In only the case of the alumni vote did clergy, along with "professionals" indicate significantly greater agreement than non-professional respondents.

Two differences due to education found respondents with some high school disagreeing less than those with a doctorate over the non-academic staff vote. The issue of the alumni vote found respondents with a master's degree giving significantly greater agreement than technical institute graduates.

Respondents with a conservative political ideology were in less agreement than liberals and an unidentified, "other" group on student and faculty voting privileges respectively.

Summary. When considering the issue of whether or not certain potential Board representatives should be able to vote, respondents' preferences revealled that:

(1) there was majority agreement to enfranchise faculty and alumni, but not students and University of Regina representatives, while response to non-academic staff was equally divided;

(2) Board members consistently expressed less agreement than the total sample for enfranchising representatives, except in the case of the alumni representative, which they gave greater support for than the total sample. Only in the case of the faculty vote, however, did the Board significantly differentiate their responses by registering less agreement than four other respondent groups;

(3) females gave significantly more agreeable responses than males to all but alumni voting privileges, for which situation the converse was true;

(4) clergy again gave a significantly less agreeable verdict on the non-academic staff and student vote than non-professional respondents, and less agreeable responses to faculty and University enfranchisement than all other respondents. They did however join "professional" respondents in giving a significantly higher rating to the alumni vote; and,

(5) respondents with conservative political ideology registered less agreement than other groups when there were

differences attributed to that dependent variable.

Responses of Certain Interest Groups

A question of interest was how the preferences of faculty, non-academic staff, students and alumni respondents were distributed on questions of Board representation and the right to vote for their respective groups. Looking first at the column in Table 8.8 which combined the "agree" and "strongly agree" categories, all groups, except the faculty, registered greater support for their own representation and voting privilege than the total sample. All groups, except the alumni, expressed a higher percentage of agreement than did Board members for both representation and vote. With regard to the intensity of feeling, a relatively high percentage of both faculty and student leaders expressed strong agreement for both Board representation and the right to vote, whereas other groups were more moderate in their opinions. The issue of the right to vote registered greater levels of uncertainty for faculty, non-academic staff, students and alumni than the issue of representation; student leaders alone had a lower percentage who were uncertain of voting right than representation on the Board.

If left to their own decision to gain Board membership and voting right, only alumni, faculty and non-academic staff had more than 50 percent who agreed that they should have Board representation, and only alumni and faculty had more than half who agreed they should be enfranchised. Since

Table 8.8 Preferences of Selected Respondent Groups to Their Own Membership and Vote on the CBC Board of Directors

Respondent Group	Strongly Agree and Agree	Strongly Disagree and Disagree	Uncertain	Agree	Strongly Agree
Faculty Representation					
Faculty (n=14)	78.6%	14.3%	7.1%	42.9%	35.7%
Total (n=449)	81.1	12.7	6.2	57.4	23.7
Board (n=42)	61.9	30.9	7.1	54.8	7.1
Faculty Vote					
Faculty	57.2	21.4	21.4	14.3	42.9
Total	69.3	20.3	10.5	49.7	19.6
Board	38.1	52.4	9.5	38.1	0.0
Non-Academic Staff Representation					
Non-Academ. Staff(n=19)	57.9	26.4	15.8	42.1	15.8
Total	45.5	36.1	18.3	36.6	8.9
Board	22.5	72.5	5.0	22.5	0.0
Non-Academic Staff Vote					
Non-Academ. Staff	44.4	22.3	33.3	44.4	0.0
Total	39.5	38.8	21.7	33.2	6.3
Board	19.5	73.2	7.3	19.5	0.0

Table 8.8 Preferences of Selected Respondent Groups to Their Own Membership and Vote on the Board of Directors Cont'd

Respondent Groups	Strongly Agree and Agree	Strongly Disagree and Disagree	Uncertain	Agree	Strongly Agree
		Student Representation			
Student Leaders (n=19)	27.8%	55.6%	16.7%	5.6%	22.2%
Students (n=29)	41.4	44.8	13.8	27.6	13.8
Total	39.2	50.1	10.6	31.0	8.2
Board	16.7	81.0	2.4	14.3	2.4
		Student Vote			
Student Leaders	27.8	66.7	5.6	0.0	27.8
Students	31.0	44.8	24.1	24.1	6.9
Total	26.5	59.2	14.3	20.9	5.6
Board	7.3	80.5	12.2	7.3	0.0
		Alumni Representation			
Alumni (n=79)	79.5	11.5	9.0	66.7	12.8
Total	67.5	17.3	15.3	55.7	11.8
Board	81.0	9.5	9.5	66.7	14.3
		Alumni Vote			
Alumni	67.9	12.8	19.2	56.4	11.5
Total	62.5	19.5	18.0	51.0	11.5
Board	78.6	14.3	7.1	61.9	16.7

the Board ultimately controls such decisions, it was of interest that more than half of Board respondents would have given representation on the Board to alumni and faculty, but voting privileges only to the alumni representative.

Summary

Apart from three short terms for faculty members in the first decade of Board operation, Board membership has been restricted to out-of-College personnel, except for the president. Alumni representation was gained in 1971, 21 years after the Board had been formally in operation. There have never been representatives from any other in-College groups. The clergy-dominated Board has had a moderately increasing non-clergy component since 1955.

The opinions of questionnaire respondents reflected current feelings regarding Board membership, and could be one indicator of future pressures to modify membership criteria. Using the cut-off point of 50 percent, the following preferences of questionnaire respondents (Table 8.9) indicated their desire for selected groups to have representation and voting privilege on the Board of Directors. Members of the Board of Directors were clearly interested in extending membership only to include the faculty, but not voting privilege for them, since alumni already have both. Based on these data, if any pressure exists for a change in Board membership it will be that of inclusion of faculty; however, Board members seem prepared

Table 8.9 Summary of Groups to Obtain Board Representation and Voting Privileges Based on a 50 Percent or Greater Level of Agreement by Respondents

Representation on Board Given by	Voting Privilege Given by
To Faculty	
1. All respondents	1. All respondents except Board members & admin.
To Non-Academic Staff	
1. Non-academic staff, alumni and students	1. Faculty
2. Females	
3. 17-24 and 50-59 yr. olds	
4. Tech. inst. grads, and those with some grad. stud.	2. Tech. inst. grads.
5. Those with moderate & liberal political ideology	3. Those with liberal political ideology
To Students	
1. 17-20 year olds	
2. Those with some grad. studies	
3. Those with liberal political ideology	1. Those with liberal political ideology
To Alumni	
1. All except 17-20 yr. olds	1. All except students & student leaders, those 17-20 & 70+ yrs. old, and tech. institute grads.

to accept that possibility.

Method of Selection

Although the three founders of the College were initially called "directors" in 1941, their 1943-44 designation was "Executive Committee" of the Institute (Martin, 1962:17). In 1946-47 the Executive Committee became known as the "District School Board" (Martin, 1962:50). By this time their membership had grown from the original three to five. The only indication as to how they came to occupy their positions was found in the September 13, 1955 School Board Minutes, which noted ". . . it has not formerly been the policy for [District] Conference to elect School Board members." By implication, inclusion on the Board was by internal appointment.

It appeared that after eleven years of co-opting new members, the Board approved its first constitution (1955) which provided for two basic forms of selection to the Board: election by District church conferences, and ex-officio membership. Ex-officio membership included the two District Superintendents and the College President. The Western District elected six members ". . . two for a one-year period, two for a two-year period and two for a three-year term. Hereafter it will be necessary to elect but two annually for a three year term" (School Board Minutes, September 13, 1955). The Eastern District elected three members by a similar scheme.

In March 1958, a third method was added for Board member selection. The Board Minutes for that year added three laymen by appointment of the District church Executive Committees for one-year terms. Thus, for the 1959 Board, three memberships were ex-officio (20%), three were by appointment (20%), and nine were by election (60%). All appointed and elected members were chosen by out-of-College constituencies.

Because of structural changes in the church conference organization to form three instead of two District Conferences in 1963, the Board prepared, in advance, a slight modification in the distribution of the mode of selection to the Board. From each of three districts, the Superintendent had ex-officio membership, one layman was appointed by the District Executive Committee, and two members were elected by each of the three respective church conferences. Thus, the distribution was changed to four ex-officio members (30.7%), three by appointment (23.1%) and six by election (46.1%). The percentage of elected representatives had dropped from 60 to 46 percent.

In 1971 the Board added the Alumni President, ex-officio, to its membership, and two laymen appointed by the Board. The year 1975 brought the final change with the ex-officio inclusion of the Canadian Director of the C&MA on the Board. This brought the final distribution to six membership positions that were ex-officio (35.2%), five by appointment (29.4%), and six by election (35.2%). Table 8.10 summarizes the changes in mode of selection over the Board's history. There has been a marked decrease in the percentage of elected positions, and a gradual and equal increase in the number of ex-officio and appointed positions.

Questionnaire Results on Mode of Selection

Questionnaire respondents were requested to express preferences regarding the election and appointment modes for selection of Board members. Data were analyzed by frequency distributions and by comparison of mean responses using analysis of variance and the Scheffe test.

Frequency distribution. Table 8.11 displays the total sample response for the three options given to the respondents with a comparison of Board member responses. Though the three options were mutually exclusive, the fact that respondents evaluated all three perhaps gave a clearer picture of their attitudes than if a forced-choice opinion had been required.

The general response of the total sample was generally distributed in similar fashion to that of Board members. One notable feature was the high percentage of strong disagreement expressed by the Board for an "all-appointed" membership. Predictably the Board was far less "uncertain" than the total sample. Interestingly, the faculty registered the highest percentage of uncertainty for the "all-elected" (28.6%) and "all appointed" (35.7%) options.

Table 8.10 Summary of Modes of Board Selection Over its History, Expressed as a Percentage

Years	Co-optation	Ex-officio	Election	Appointment
1944-1955	100.0			
1956-1958		25.0	75.0	
1959-1963		20.0	60.0	20.0
1964-1970		30.7	46.1	23.1
1971-1974		31.2	37.5	31.2
1975-		35.2	29.4	35.2

Table 8.11 Frequency Distribution of Respondent's Extent of Agreement for Modes of Selection for Board Membership Expressed as a Percentage (Total Sample with Board Member Comparison)

Mode of Selection	Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree
All should be elected	3.9 (7.7)*	35.5 (46.2)	15.5 (2.6)	29.5 (25.6)	15.5 (17.9)
All should be appointed	19.9 (45.7)	52.2 (42.9)	16.5 (2.9)	9.6 (8.6)	1.7 (0.0)
Some elected, some appointed	9.4 (8.1)	19.8 (16.2)	14.7 (5.4)	37.2 (40.5)	18.6 (29.7)

*Numbers in parentheses are the percentage of current and former Board members responding

By combining the two levels of agreement and the two levels of disagreement, respondents expressed their preference for the option of "some appointed and some elected," with 56.0% agreeing and 29.2% disagreeing. Respondents clearly did not favour total appointment with 72.1% disagreeing and only 11.5% expressing agreement, while opinions regarding a totally-elected Board were divided: 39.4% disagreed, and 45.1% agreed.

Strongest support for an all-elected Board came from financial supporters (52.5%) and faculty (50.0%), while strongest disagreement was registered by student leaders (66.7%). Most agreement for the all-appointed Board came from student leaders (38.9%), and most disagreement from Board members (88.6%). The combined appointed-elected Board found administrators (84.6%) agreeing most, and students (41.3%) and student leaders (38.9%) disagreeing most. All values for lambda remained well below 0.10 indicating that a knowledge of which mode of selection was being considered would not enhance prediction of level of agreement.

Statistically significant differences. Statistically significant differences ($p \leq 0.05$) in mean response were sporadic, with no apparent patterns emerging. The only statistically significant difference on the all-elected Board option found financial supporters (mean=3.4) expressing greater agreement than all other respondent groups.

When considering the all-appointed Board, student leaders expressed significantly less disagreement (mean=2.9) than did Board members (mean=1.7), while female respondents (mean=2.4) disagreed significantly less than their male counterparts (mean=2.1). Furthermore, clergy (mean=1.8) expressed greater disagreement than "professional" respondents (mean=2.1), who in turn felt greater disagreement than "non-professional" respondents (mean=2.4).

When considering the Board selected by a combination of appointment and election, administrators (mean=3.9) registered a higher level of agreement than all other respondents, while "non-professional" respondents (mean=3.2) expressed significantly less agreement than either "professional" respondents (mean=3.6) or clergy (mean=3.7). Using an agreement level of 50 percent as the cut-off point for choosing an option, an all-elected Board would have been chosen by financial supporters and faculty, by those between the ages of 17-20 and 60-69, and by those with some high school, and technical institute graduates. An all-appointed board would have been chosen by no one. A board chosen by election and appointment would have been chosen by all respondents except by financial supporters, students and student leaders, by those with ages ranging from 17-20 and over 70 years of age, by "non-professional" respondents and by those with high school graduation or less, and by those with some graduate studies.

Summary. Respondents favoured the option of a Board chosen by appointment and election, and expressed considerable disagreement for an all-appointed Board, while response to the all-elected Board was ambivalent. A few statistically significant differences were registered in mean response, but no patterns emerged.

Questionnaire Results Regarding Those Authorized to Elect/Appoint Board Members

Respondents were asked to register the extent of their agreement/disagreemnt with having District conferences choose elected Board members, and with having (1) the District Executive Committees, (2) the Canadian Corporation of the C&MA, (3) the Board of Directors of CBC, and (4) the College President involved in choosing appointed Board members. These were the agencies currently involved in the appointmen/election procedures, except for the Canadian Corporation of the C&MA.

Frequency distribution. On the whole, respondents affirmed their agreement with all selection procedures now in use (Table 8.12), and supported giving the Canadian Corporation a role in Board appointments. A higher proportion of Board members were agreeable to elections occuring in District church conferences than the total sample, but a lower percentage than the total sample for a Canadian Corporation role in appointments. The only group who did not have majority agreement (i.e. 50% or greater)

Table 8.12 Respondent's Level of Agreement for Those Authorized to Elect or Appoint Board Members, Expressed as a Percentage (Total Sample with Board Member Comparison)

Authorized Group	Strongly Disagree or Disagree	Uncertain	Strongly Agree or Agree
Those Involved in Election of Board Members			
District Conferences	11.7 (10.0)*	17.4 (2.5)	71.0 (87.5)
Those Involved in Appointment of Board Members			
District Executive Committees	6.8 (17.0)	12.9 (2.4)	80.3 (80.5)
Canadian Corporation	13.6 (31.5)	19.3 (10.5)	67.1 (57.9)
CBC Board of Directors	27.0 (28.9)	14.8 (7.9)	58.2 (63.2)
College President	28.5 (31.6)	19.6 (13.2)	51.9 (55.3)

*Numbers in parentheses represent the percentage for current and former Board members.

for election in District Conferences, were students (37.5%). All respondents expressed majority agreement for an appointment role by the District Executive Committees and the Canadian Corporation of the C&MA; however, a place for Board of Directors of CBC in appointing their membership would not have been chosen (i.e. less than 50% agreed) by faculty (46.2%), President's Council members (48.9%) and alumni (43.1%), by those between the ages of 25-29 (44.2%), by clergy (36.2%), by technical institute graduates (43.5%), nor by those with a liberal political ideology (44.4%). The College President would be denied a role in appointments by administrators (only 46.2% agreement), students (48.3%) and alumni (45.4%), by those in the age ranges of 25-29 (44.2%) and 40-49 (41.0%), by those from Ontario and Eastern Canada (48.8%), by respondents with professional occupations (49.6%) and by technical institute graduates (36.3%). Lambda levels were all below 0.10, thus indicating that a knowledge of which group was being considered for involvement would not substantially improve predictions of the level of agreement/disagreement.

Statistically significant differences. Only two differences in mean response were statistically significant ($p \leq 0.05$) in this analysis. Board members (mean=3.9) expressed significantly greater agreement for elections in District Conferences than did students (mean=3.1), while clergy expressed greater disagreement (mean=2.8) than either respondents with professional (mean=3.4) or non-professional (mean=3.4) occupations on the same issue.

Summary. Respondents substantially agreed with the current practice of elected Board members being selected at District conferences. Also respondents, as a whole, supported a role in appointing Board members, for District Executive Committees, the Canadian Corporation of the C&MA, the Board of Directors of CBC, and the College President. Only the CBC Board and College President did not receive complete support, even though the overall response had a majority agreeing to their involvement.

Length of Term of Office

Prior to 1955, there did not seem to have been a restriction set on the length of a Board member's term of office; however, members did not automatically maintain continuous membership as a result. Only one member, the founding President had continuous membership in the first decade. The adoption of the first consitution in 1955 set terms of elected membership at three years, a practice that has carried on to the present.

When laymen were added to the Board in 1958, their term was for one year only. The 1960 report of the review team from the Accrediting Association of Bible Colleges included the recommendation that the term of office for all Board members should be three years, since serving less than that length of time did not permit a member to become "fully effective" in his responsibilities. By proper motion of the Board this recommendation was implemented in 1960 (Board Minutes, March 1960).

When questionnaire respondents were asked their preference for length of term of office, they chose three years, which was the mean response and the modal category for all but students who chose two years most often. With all responses considered, three quarters chose either two (19.5%) or three (55.3%) year terms. There were no statistically significant differences due to any of the demographic variables considered in the study, and values for *lambda* were all below 0.10.

Length of Service

The range in number of years served extended from one to twenty-seven. Figure 8.4 displays the frequency distribution of the number of members by the number of years they served. The modal category was clearly three years of service. The mean number of years served was 4.8 years; however, since 12 members were serving unexpired terms (excluding ex-officio), the mean number of years for those whose service had terminated was 4.9 years. Further, if the years given in an ex-officio capacity were not counted, the mean number of years served dropped to 3.8 years, or 4.0 years for those who no longer served as Board members. The longest service of 27 years (16 of which were in an ex-officio capacity) was given to the Board by R. McIntyre,

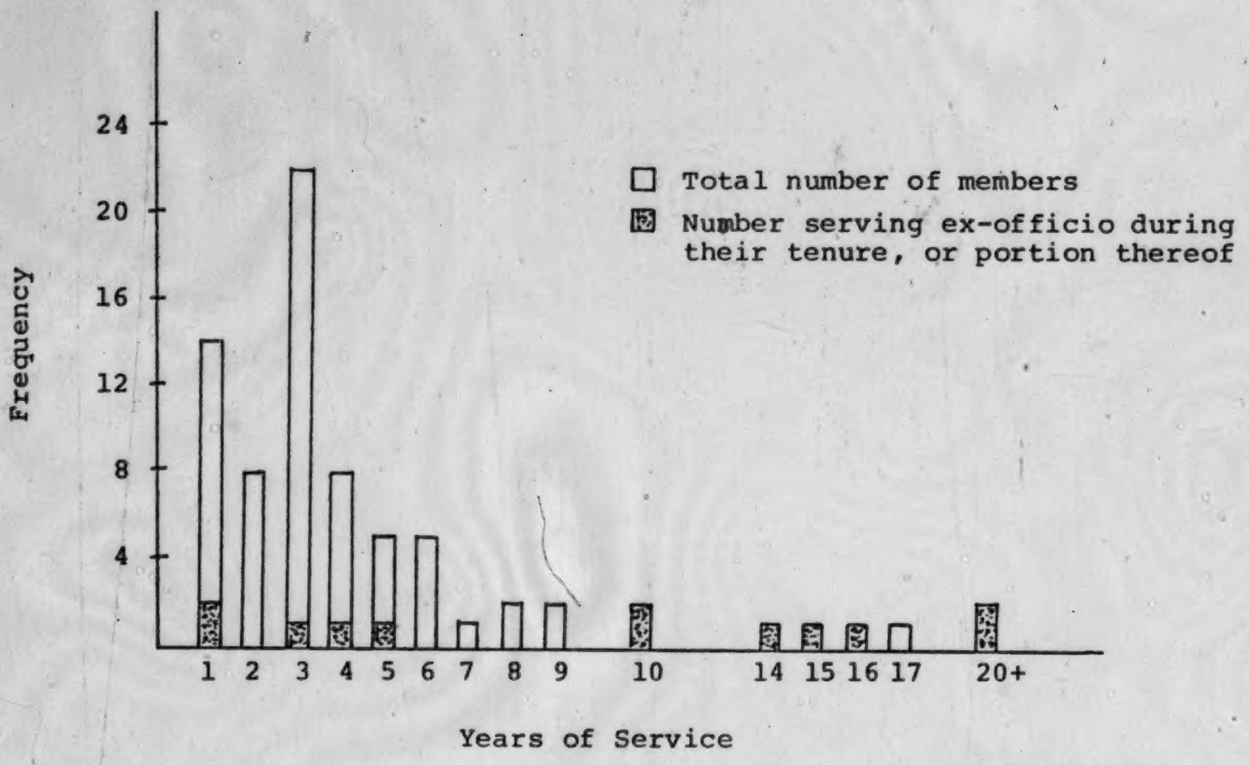


Figure 8.4 Frequency Distribution of the Number of Years of Service Given by Board Members

while W. H. Brooks served the longest time, 17 years, in a non-ex-officio capacity. Further detail on the length of service of individual Board members may be found in Appendix F.

In conclusion, while a modal number of Board members served in that capacity for three years, the mean number of years given by members who had ex-officio status during at least a part of their tenure was 4.9 years, but those without an ex-officio position gave an average of 3.8 years.

Committee Structure

The first suggestion that the Board had organized, and was using, an executive sub-committee came with the first minutes of that sub-committee February 18, 1957, thirteen years after the initial Board had been formalized. This delay was no doubt understandable, since the size of the College, and its financial operations were all small enough to be handled by the full Board at regular meetings. The 1961 revised constitution called for a standing, executive sub-committee of six members, who were specified in October 1963 as the Chairman and Secretary of the Board, the College President and three others elected at the fall meeting.

In the February 1971 meeting, the Board appointed three ad hoc committees which appeared to serve only that one year, perhaps because it was the last meeting of an outgoing President. The Board was divided so that each member served on one of three committees: academic affairs, finance, and student life and extension ministries. Each committee met with the respective administrative officers to study their reports (Board Minutes, February 16-17, 1971). Since 1971, the Board has maintained two-sub-committees, in addition to the Executive Sub-Committee: one committee was commissioned to oversee campus development, the other focused on finance, though the two committees appeared to have areas of overlapping concern.

When current Board members were questioned regarding their actual versus preferred participation in attending committee meetings there was no difference between the two, so current Board members appeared to be satisfied with their committee involvement.

Frequency and Openness of Meetings

Frequency of Meetings

Prior to 1960-61, the number of Board meetings per year was sporadic ranging from one to five, with a mode of two meetings per year and a mean of 2.7. In 1960, the examining team from the accrediting association recommended in their report that the Board should meet at least three times a year, and if possible four times. In March 1961 (Board Minutes) the Board upon motion agreed to meet three times a year in October, March and May. Following this action, meetings were consistently held three times a year except for three years. The mean number of meetings was 3.07 since 1960-61. For the entire history of the Board, they have met a mean number of 2.88 times per year, with a modal number of three meetings per year. The Board continues to meet three times each year, only their spring meeting presently convenes in February rather than March.

Openness of Meetings

Board meetings have never been open to non-Board members, exept for brief appearances by administrative officers or consultants who have been invited to sit in while their reports and recommendations were under consideration. Questionnaire respondents were asked to express their agreement/disagreement with opening Board metings to faculty and students. Based on the total sample results, there was no majority of opinion agreeing or disagreeing (Table 8.13) with opening Board meetings to faculty or students; however, there was less disagreement over faculty attendance than for students. A higher percentage of Board members clearly expressed stronger disagreement on both counts than the overall sample, and characteristically registered less uncertainty.

Using a cut-off point of 50 percent agreement, no respondents agreed to student attendance at Board meetings, but there were selected groups prepared to admit faculty. These groups were faculty themselves (71.5%), non-academic staff (57.9%) and financial supporters (52.6%). In addition faculty would have been able to attend Board meetings if the decision had rested with females (52.6% agreement), by those

Table 8.13 Respondents' Level of Agreement for Opening Board Meetings to Faculty and Students, Expressed as a Percentage (Total Sample with Board Member Comparison)

Open Meetings To:	Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree
Faculty	7.6 (11.9)*	21.7 (47.6)	18.7 (11.9)	39.1 (26.2)	7.6 (2.4)
Students	15.0 (21.4)	34.5 (59.5)	21.5 (9.5)	24.8 (9.5)	4.3 (0.0)

*Numbers in parentheses represent the percentage for current and former Board members.

with ages ranging from 17-20 (58.1%), 20-24 (50.0%) and 50-59 (51.8%), by respondents with professional occupations (56.1%), by those with some university education (54.6%), some graduate studies (53.3%) or a master's degree (51.5%), and by those with no identified ("other") political ideology. None of the distributions by any demographic variable produced a value of lambda greater than 0.10.

Statistically significant differences for these two issues found 17-20 year olds (mean=3.2) disagreeing less than those 60-69 years of age (mean=2.2) over opening Board meetings to students. Respondents from a profession (mean=3.3) disagreed less than clergy (mean=2.9) over faculty privilege of attendance, while clergy (mean=2.3) disagreed more over opening meetings to students than respondents from either professional (mean=2.9) or non-professional (mean=2.7) occupations.

In conclusion, it appeared that neither students nor faculty would have Board meetings open to their attendance, dispite high support among faculty for their own attendance. Most respondents were less disagreeable to faculty than student attendance.

Internal Board Operations

Current Board members were asked to give their perceptions and preferences regarding various aspects of internal Board operations. The results of that probe follow, first regarding Board-related activities, and second, with respect to factors operative in Board decision making.

Board-Related Activities

Board members were asked to indicate their actual and preferred extent of involvement in 14 board-related activities. Table 8.14 records the mean responses to each item and indicates t-test scores for correlated observations and two-tailed probabilities. Respondents had five options for indicating involvement in board-related activities ranging in value from one through five: not at all, to some extent, to a moderate extent, to a great extent, and to a very great extent. The first observation was that for each activity, except one (securing contributions), the mean "preferred" involvement was higher than "actual" involvement. Apparently, the sample of Board members who completed the survey were generally inclined to be more involved than they perceived themselves to be at the time of completing the questionnaire. In the case of five activities, the mean increase in preferred involvement over actual involvement reached a level of statistical significance ($p \leq 0.05$). In these five cases, Board members expressed their desire for greater involvement in (1) participating in orientation and inservice sessions for Board members, (2) attending ad hoc meetings of campus groups, (3) attending professional conferences for Board members, (4) consultatition with other (not President and administrators) College groups, and (5) talking with

Table 8.14 Current Board Members Evaluations of Actual and Preferred Extent of Involvement in Board-Related Activities

Board-Related Activity		Mean Score*	t	2-Tailed Probability
1. Preparing Board agenda	actual	1.78	1.84	0.104
	preferred	2.22		
2. Attending committee meetings	actual	3.75	0.0	1.000
	preferred	3.75		
3. Participating in orientation & inservice sessions for Board members	actual	1.50	5.58	0.001
	preferred	3.25		
4. Attending ad hoc meetings of campus groups	actual	1.25	7.00	0.000
	preferred	2.12		
5. Attending professional conferences for Board members	actual	1.00	7.00	0.000
	preferred	2.75		
6. Making speeches on behalf of the College	actual	2.56	2.00	0.081
	preferred	2.89		
7. Securing financial, physical or other contributions from constituents	actual	3.22	0.55	0.594
	preferred	3.11		
8. Individual consultation with the president	actual	2.44	1.51	0.169
	preferred	2.67		
9. Consultation with other College administrators	actual	2.22	1.84	0.104
	preferred	2.67		
10. Consultation with other College groups	actual	2.00	2.38	0.049
	preferred	2.62		
11. Talking with politicians or church leaders about College matters	actual	2.62	2.05	0.080
	preferred	3.00		
12. Talking with government dept. officers about College matters	actual	1.00	5.23	0.001
	preferred	2.38		

*Range was from one to five ("no involvement" to "a very great extent") government departmental officers about College matters.

The data was also analyzed by the frequency with which the two extreme alternatives were selected as a response. Interestingly enough (Table 8.15), there were only five responses for preferring not to be involved at all, and three of those related to agenda preparation. With regard to the change between those actually not involved, and those who preferred not to be involved, Board members were clearly open to greater involvement on all tasks identified. In only two activities did Board members claim to be involved "to a very great extent." One was undoubtedly the Chairman, whose involvement in agenda preparation was obvious, and not undesired. Three members indicated similar involvement in attending committee meetings, but two were not unsatisified with that demand.

In summary, Board members appeared to be prepared for greater involvement in Board-related activities, especially those that would improve their own effectiveness, (orientation, inservice and professional conferences), would increase contact with College groups other than the President and administrators, and would enable more interchange with government personnel.

Factors Operative in Decision Making

Board members were next surveyed to determine the extent to which each of seventeen factors were generally operative in the decision-making process of the Board. They

Table 8.15 Frequency with Which the Two Extreme Alternatives Were Selected to Indicate Actual and Preferred Level of Involvement in Board-Related Activities (n=10)

Board-Related Activity	Extent of Involvement			
	"Not at all"		"To a very great extent"	
	Actual	Preferred	Actual	Preferred
1. Preparing Board agenda	6	3	1	1
2. Attending committee meetings	2	0	3	2
3. Participating in orientation & inservice sessions for Board members	6	0	0	0
4. Attending ad hoc meetings of campus groups	7	1	0	0
5. Attending professional conferences for Board members	9	0	0	0
6. Making speeches on behalf of the College	0	0	0	0
7. Securing financial, physical or other contributions from constituents	0	0	0	0
8. Individual consultation with the president	1	0	0	0
9. Consultation with other College administrators	2	0	0	0
10. Consultation with other College groups	3	0	0	0
11. Talking with politicians or church leaders about College matters	1	0	0	0
12. Talking with government dept. officers about College matters	9	1	0	0

responded on a Likert-type scale ranging from "not operative at all" (value of "1" assigned) to operative "to a very great extent" (value of "5" assigned). Table 8.16 indicates frequencies of the two extreme alternatives and the mean response, with a comparison of the mean response of former Board members who were requested to evaluate the situation as they remembered from their most recent year of service. Only five responses indicated factors operative in Board decision making "to a very great extent." Three of the five chose presidential recommendations and presentations by College committees. Only one felt that there was extensive recourse to outside expert opinion, and one who felt there was an extensive lack of required information available. More enlightening were the frequencies of responses indicating that various factors were "not at all" present in decision-making. They portrayed a Board characterized by little internal conflict, and a minimum of pressure or intervention from outside sources.

Judging by the mean response of current Board members, decision making was characterized to a great extent by openness to Presidential recommendations and presentations by College committees, but also by active and vigorous debate, coupled with a willingness to accept responsibility. Again, mean scores supported the view of the Board as being nearly free from internal conflict and a minimum of external pressure brought to bear on decision making. Two areas of

Table 8.16 Frequency with Which Current Board Members Selected the Two Extreme Alternatives Indicating the Extent to Which Various Factors were Generally Operative in the Decision Making of the Board, with Comparison of the Mean Responses of Current and Former Board Members

Factors in Decision Making	Frequency of Occurence for Current Board		Mean Scores*	
	Not at All	To a Very Great Extent	Current Board (n=10)	Former Board (n=32)
1. Recommendations by the president	0	2	4.00	3.88
2. Willingness to accept Responsibility	0	0	3.89	3.58
3. Presentation by College committees	0	1	3.78	3.33
4. Active & vigorous debate	0	0	3.67	3.38
5. Strong guidance by Board committees or committee chairmen	0	0	3.33	3.75
6. Board member's first-hand knowledge of the situation	0	0	3.22	3.17
7. Recourse to expert opinion outside the Board	0	1	3.22	3.04
8. Firm guidance by the chairman	0	0	3.00	3.75*
9. Adequate agenda materials prior to meetings	0	0	2.89	3.79*
10. Individual, private exchanges among two or more Board members	0	0	2.78	2.46
11. Required information not readily available	1	1	2.56	2.45
12. Time devoted to trivial rather than substantive matters	0	0	2.22	1.62**
13. Challenges from members of the College community	3	0	2.00	2.46
14. Strong differences of opinion within the Board	5	0	1.44	2.21*
15. Intervention from outside	7	0	1.22	1.83*
16. Lobbying by, or pressure from, community groups, political bodies, etc.	8	0	1.11	1.67**
17. Conflict between President and Board	9	0	1.00	1.87*

*Significantly different means marked (*) for p 0.05, or (**) for p 0.01

possible improvement would be increasing the availability of required information and concentrating on fewer trivial matters.

The mean scores of former Board members may have been sufficiently contaminated by many variables, such as forgetting, inferential confusion, halo effects, selective retention, etc., so as to render the comparisons with current members of little value. With these risks in mind, it was of interest to note the significantly higher mean response of all items in the lowest four categories in Table 8.16 for current Board members. Former Board members recalled a greater degree of internal conflict and outside pressures than current members perceived. The former members also reflected firmer guidance by the Board Chairman and adequate agenda materials available to a greater extent than their current counterparts. The belief of former Board members that time devoted to trivial matters was less extensive than that perceived by current members, may be particularly suspect, since a good case might be made that former members probably retained clearer memories of major Board decisions than time spent on less substantive issues. In any event, if memories of former Board members were assumed to be somewhat accurate, the current Board seemed to be more healthy than earlier Boards.

In summary, current Board decision making was characterized by its members as having, to a great extent, an openness to Presidential recommendations and College committee representations, active and vigorous degate and a willingness to accept responsibility. It was also substantially free of internal conflict and pressure from outside sources. Improvement could be made by increasing time spent on substantive matters, and by making required information more readily available.

Summary

The major findings of this chapter are presented in tabular form (Table 8.17). When there were statistically significant differences in the data, the following tendencies appeared:

(1) Board members tended to respond less positively to questionnaire items than other respondents;

(2) clergy tended to respond less positively to questionnaire items than respondents from other occupations; and

(3) females tended to respond more positively to questionnaire items than males.

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College

Major Findings	Trends
Age	
1. 70% of current membership are 40-49 yrs.	
Education	
1. 3.8% of all clergy who have served had education beyond a bachelor's degree. 2. 16.7% of all non-clergy had education beyond a first degree.	1. Overall increase in education, mainly in the past six years.
Sex	
1. No women have ever served on the Board.	
Occupation	
1. Board has been clergy dominated with 76% of all members clergy.	1. Non-clergy component, especially professional persons, is increasing gradually.

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College Cont'd.

Major Findings	Trends
Political Ideology	
1. 59.9% of all Board members conservative. 2. 32.6% of all Board members moderate.	1. Slight hint of a move to a more conservative political stance.
Residence	
1. The majority of Board members have come from British Columbia or Alberta (40.5%); however, regional representation militates against trends.	
Income	
1. Estimated that clergy were likely at, or slightly above the 1975 national mean of $16,613.00, and non-clergy somewhat higher, but few, if any, wealthy.	

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College Cont'd.

Major Findings	Trends
Experience on Boards	
1. Virtually no experience on boards of postsecondary educational institutions: non for current Board. 2. Other boards served in past five years: Current board--mean=3.2, median=3.5 Former board--mean=2.4, median=1.5	1. Increasing number of boards being served by Board members apart from those governing postsecondary educational institutions.
Knowledge of Literature on Board Role in Governance	
1. Virtual illiteracy in this area. No current member has read anything and only 15.6% of former members had read at least five publications.	
Miscellaneous Personal Characteristics	
1. Essential characteristics for selection to the Board (total sample), in order of priority: spiritual stature; understand- the role of the Bible college; time to devote to Board; and ability to listen.	

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College Cont'd.

Major Findings	Trends
Miscellaneous Personal Characteristics Cont'd	
2. Important, but not essential, characteristics were: vision to move ahead with new ideas; knowledge of business and higher education; and, stature in one's chosen vocation and community.	
Board Size	
1. Modal size preferred by Board and administrators was 13-16. 2. Modal size for other respondents 9-12. 3. Current size of 17 has exceeded the size preferred by 86% of current and former members.	1. Gradually increasing.
Membership	
1. Alumni gained one ex-officio representative in 1971.	

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College Cont'd.

Major Findings	Trends
Membership Cont'd	
2. No in-College constituencies represented 3. A majority of respondents agreed for faculty and alumni representation on the Board, but a majority of Board and administration would not enfranchise them. 4. There was selective, minority support for non-academic staff and student membership on the Board, but virtually no support for voting privileges. 5. There was no support for Univ. of Regina membership or vote.	1. If a high percentage of agreement by Board members is indicative, membership could be extended beyond alumni to non-voting members of faculty.
Mode of Selection	
1. Respondents agreed with a Board selected by election and appointment, disagreed with an all-appointed board, & were ambivalent about an all-elected board.	1. Decreasing percentage of elected members. 2. Gradual and equal increase of appointed and ex-officio members

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College Cont'd.

Major Findings	Trends
Mode of Selection Cont'd.	
2. Respondents agreed with District Conference election of Board members. 3. Regarding the appointment of members, respondents expressed high levels of agreement for District Executive Committees and the Canadian Corporation, but less support (still a majority) for the CBC Board and president to have a role	
Length of Term of Office	
1. A term of three years is current practice and preference for all respondents except students who chose two years.	1. No change anticipated in the three-year term.
Length of Service	
1. Mode=three years.	

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College Cont'd.

Major Findings	Trends
Length of Service Cont'd.	
2. Mean for members, part of whose term included an ex-officio status was 4.9 yrs. 3. Mean for non-ex-officio members was 3.8 yrs.	
Committee Structure	
1. Three current standing committees: executive, finance & development	
Frequency and Openness of Meetings	
1. Meetings have never been open to non-members, and respondents did not express majority agreement or disagreement for meetins open to faculty or students: there was less disagreement over faculty. 2. 71.5% of faculty agreed to open meetings for themselves.	1. Since 1961 the frequency has stabilized at three meetings per year (mode) with no anticipated change in the near future

Table 8.17 Summary of Major Findings and Trends Regarding Member Characteristics and Organization of the Board of Directors of Canadian Bible College Cont'd.

Major Findings	Trends
Involvement in Board-Related Activities	
1. Board members appeared ready for greater involvement especially in activities that would improve their own effectiveness, increase contact with College groups other than the president and administrators, and enable more interchange with government civil servants.	
Factors Operative in Decision Making	
1. Board decision making was characterized by its membership as having, to a great extent,: an openness to presidential recommendations and College committee presentations; active and vigorous debate; and a willingness to accept responsibility. 2. It was substantially free of internal conflict and pressure from outside sources.	1. Increasing harmony within the Board and less external pressures being applied.

CHAPTER NINE

SUMMARY: EVOLUTION OF BOARD ROLE IN GOVERNANCE

The findings of the present study are presented below in summary fashion in accordance with the major divisions of the analytical framework, to enable an analysis of the evolution of Board role in the governance of Canadian Bible College.

Distribution of Authority

From analysis of actual Board decision making over its history, it was evident that:

(1) when compared to similar studies of other boards, the CBC Board spent proportionately more of its time making decisions about personnel and external affairs issues--this suggested greater centralization than other boards;

(2) when compared to other boards, the CBC Board spent proportionately less time on matters of business and finance, physical plant and educational programs--this suggested greater decentralization of decision making than other boards in these areas;

(3) there was a trend to decentralize personnel decisions, historically characterized by substantial centralization, and to a lesser extent, administrative organization matters;

(4) there was a trend to centralize educational program decisions, even though such decisions have historically been considerably decentralized, and a slight suggestion of a trend to decentralize decisions in areas of external affairs

and student affairs;

(5) no general trends were observed for decisions regarding internal Board affairs, business and finance or physical plant, the latter area appears to have had a considerable degree of decentralization already; and,

(6) there is some indication that the decentralization of decision making is occurring for administrative-level decisions, while the frequency of policy-level decisions is remaining constant, relative to the other levels.

The most conservative conclusion was that the Board was seen as restoring balance to a disproportionate centralization of personnel decisions, and decentralization of educational program issues, rather than a clear, overall trend to decentralize, or share more widely, its decision-making authority.

If the perceptions of present decision-making activity and preferences of respondents regarding its distribution were to become the basis of change, was there any evidence that the distribution of authority would change? The perceptions of in-College respondents had major decision-making authority concentrated in three groups: in descending rank these were administrators, Board members and faculty. This was the consistent pattern for each decision level and, with few exceptions, for each subject area as well.

When the preferences of both in-College and external respondents were considered, it was discovered that:

(1) both groups have generally preferred to localize decision-making authority in two primary groups, with administrators given first choice, and Board members second, but this pattern was more consistent for internal College respondents;

(2) faculty have been generally, but weakly preferred to be the third choice of all respondents, and when exceptions to this occurred, other groups more naturally related to subject areas of decision making have been preferred over faculty;

(3) although all respondents preferred a high degree of centralization of decision-making authority, it appeared slightly higher for external respondents than for their in-College counterparts; and,

(4) there were virtually no statistically significant differences between external groups in their preferences for the centralization of authority in decision making, but there was less agreement among in-College respondents. When statistically significant differences occurred for the latter, it was most often students who preferred less centralization than either administrators or Board members. Furthermore, students significantly differed in their preferences with external consitutents of the College, and these were most often former Board members and alumni.

From the above, it was clear that all respondents perceived and preferred a high level of centralized decision making. Board members perceived and preferred more decision-making authority to be localized in administrators than in themselves (except for internal Board affairs), indicating considerable delegation of authority to the administrative level. Because of the similarities between respondents' profiles for the perceived and the preferred distribution of authority, there did not seem to be a basis for suggesting any significant changes in the forseeable future. It should be noted, though, that faculty consistently registered the highest increase of preferred over actual involvement for themselves in all levels of decision making, even though their profiles of authority distribution were in basic agreement with other respondents.

Legitimization of Authority

In-College respondents generally perceived the actual distribution of decision-making authority to be legitimate. Support for this conclusion was drawn from the findings that:

(1) respondents expressed uniform agreement in the rank-ordered choice of which group would most often be perceived, and preferred, to be exercising authority regardless of the decision level;

(2) the same finding, with a few exceptions, occurred when responses were compared by subject area;

(3) when the gap between "actual" and "preferred" scores were tested, less than 15 percent of all comparisons between

respondent groups called for a decentralization of decision-making authority, and not more than one-third for any comparison by subject area of decision level;
(4) less than one percent of all "actual-preferred" score comparisons called for increased centralization of authority.

Though the general pattern supported the perceived legitimacy of authority as distributed in the College, when there were differences, the student element most frequently expressed a preference (65% of all significant differences) for decentralized decision making of any in-College group. Faculty and staff split, almost equally, the remaining 35 percent of differences calling for decentralized decision making. Furthermore, perceived legitimacy was lowest in areas of student affairs, educational programs and ceremonial decisions, although over 70 percent of all comparisons in each of these three areas registered no significant gap between "actual" and "preferred" scores.

The major implication of the above findings was that questionnaire respondents were prepared to rely upon the formal, legal authority of the Board, and the substantial delegation of that authority to administrators. Apparently there has not been a disparity between the formal and functional authority exercised by these two groups. It is possible that the sample of respondents were quite compliant with a high level of formal authority, or that there was an appropriate blend of formal and functional authority or perhaps both. It seemed evident that those associated with the College have not moved to embrace a basis of authority related to 'organizational membership,' otherwise one would have expected more heterogeneous and conflicting patterns to emerge in their responses. There was only a slight indication, referred to earlier, that faculty would prefer greater decision-making authority at all levels of decision making. It is plausible that as the College grows, more faculty involvement in decision making will not only desirable, but perhaps necessary.

Board Roles

Board members at CBC have operated within unchanged, historic legal roles of board members since the inception of the College. These included (1) ensuring that institutional mission conformed to the Charter and Constitution, (2) oversight of physical assets, and (3) oversight of financial matters. Actual Board decision making has focused primarily on the role identified by Perkins (1973) as being an "agent of the creator" of the corporation, with a slight suggestion that this focus has been greater in the 1957-76 interval than before it.

All respondent groups gave responses which, when analyzed, gave homogeneous rankings of the importance of ten specified roles. As these related to the evolution of roles delineated by Perkins (1973), "acting as a bridge between

College and constituency" ranked fourth after "selecting a president" (first), "establishing institutional goals, objectives, and educational policy" (second), and "managing financial resources" (third). The role of "settling internal College disputes as a court of appeal" ranked tenth. This prioritization indicated quite well the extent to which the Board has assumed major additional roles beyond acting as "agent of its creator." Except for one or two isolated incidents the Board has not functioned as a "court of appeal," presumably because there has been no need. There was some indication, however, that the Board has been increasingly acting as a "bridge" as evidenced by its relatively high rank among major roles. This has not appeared to cause any difficulty or conflict with its role of "agent of its creator." Support for this came from the general homogeneity of perceptions and preferences among all College constituents, and has likely been fostered by the linking role of top denominational leadership on the Board, as well as other clergy. The Board did not give evidence of having assumed some of the more recent roles identified in the literature (i.e. ensuring tenure for faculty, final authority in collective bargaining, and improving internal Board functions).

Board Membership Composition and Organization

With respect to the general trend identified in the literature of a broadened representational base for Board members from the institution, the CBC Board has only recently (1971) opened its membership formally to include the president of the alumni association. It should be noted parenthetically, however, that many of the more recent Board members have been alumni of the College. There was majority agreement from questionnaire respondents to open membership to faculty, but not to students. Although Board members were not as positive as other respondent groups, a majority of them would have permitted faculty membership, but would not have extended the right to vote.

When the present Board composition and various attitudes of respondent groups were viewed overall, there seemed to be at least an open attitude to broadening the representational base from College personnel on the Board of Directors. This was in keeping with trends identified in the literature, but has not gone as far as many institutions have.

Board Member Characteristics

If one were to construct a "typical" CBC Board member, in terms of personal characteristics that represented modal categories of current and former trustees combined, he would be a clergyman between 40-49 years of age with a bachelor's degree or its equivalent. He would have a self-professed conservative political ideology, reside in a medium to large urban centre in British Columbia or Alberta with an income slightly above the national mean. He would not have served on any previous board of a postsecondary institution, but over the past five years would have sat on a mean of 3.2 other kinds of boards. He would be virtually unknowledgeable regarding literature relating to his role in governing a postsecondary institution.

Essential miscellaneous characteristics for selecting Board members were reported to be, in order of priority, spiritual stature, understanding the role of the Bible college, time to devote to Board activities, and an ability to listen. Though not considered essential, other characteristics of importance were vision to move ahead with new ideas, knowledge of business and higher education, and stature in chosen vocation and community.

Evident, or suggested trends related to Board member characteristics were found to be, increasing educational level, decreasing numbers of clergy, a greater rate of growth in Board members who have professional (clergy excluded) rather than business-related occupations, and perhaps a hint of an increase in members with conservative political ideologies.

Board Size

Board size has slowly increased from three to 17 over its history. Board members and administrators preferred a modal number of 13-16 Board members, while the mode for all other groups was 9-12 members. Although the constitution has set limits on Board size, this has been revised regularly in the Board's history.

Method of Selecting Board Members

There has been a marked decrease in the percentage of elected positions, and a gradual increase in the number of ex-officio and appointed positions.

Respondents favoured the option of a Board chosen by appointment and election, and expressed considerable disagreement for an all-appointed Board, while response to the all-elected Board was ambivalent. A few statistically significant differences were registered in mean response, but no patterns emerged. Furthermore, respondents substantially agreed with the current practice of elected Board members being selected at District conferences. Also respondents, as a whole, supported a role in appointing Board members, for District Executive Committees, the Canadian Corporation of the C&MA, the Board of Directors of CBC, and the College President. Only the CBC Board and College President did not receive complete support, even though the overall response had a majority agreeing to their involvement.

Length of Term and Service

Length of term was not specified until 1955 when it was set at three years for most members, one year for laymen. By 1960 all terms of office were three years, which was the modal number preferred by questionnaire respondents.

The modal number of years served was three; however, the mean number of years given by members who had ex-officio status during at least a part of their tenure was 4.9 years, but those without an ex-officio position gave an average of 3.8 years.

Committee Structure

Thirteen years after beginning, the Board approved its first sub-committee, an executive sub-committee. Fourteen years later, there were two additional, standing sub-committees in place, which focused on campus development, and finance. Board preferences for committee involvement confirmed satisfaction with the present practice.

Frequency and Openness of Meetings

Until 1961 the number of meetings per year was irregular ranging from two to five: after that time the Board has regularly met three times a year.

Board meetings have never been open to any but Board members, and the occasional invited guest or administrator for a specific issue, for a short duration of time. Using a cut-off point of 50 percent agreement, no respondent groups agreed to student attendance at Board meetings, but there were selected groups prepared to admit faculty (not Board members however). It appeared that neither students nor faculty would have Board meetings open to their attendance, despite high support among faculty for their own attendance. Most respondents were less disagreeable to faculty than student attendance.

Internal Board Operations

Board members appeared to be prepared for greater involvement in Board-related activities, especially those that would improve their own effectiveness, would increase contact with College groups other than the President and administrators, and would enable more interchange with government personnel.

Current Board decision making was characterized by its members as having, to a great extent, an openness to Presidential recommendations and College committee representations, active and vigorous debate and a willingness to accept responsibility. It was also substantially free of internal conflict and pressure from outside sources. Improvement could be made by increasing time spent on substantive matters, and by making required information more readily available.

The Evolution of Governance: CBC and Universities Compared

In chapter two, governance was defined as "the structures and processes of decision making" (Carnegie Commission, 1973:vii). It was further developed in the literature review and analytical framework that to understand the "complex" it was necessary to look at (a) the distribution of decision-making authority and the legitimacy with which it is perceived, (b) the role(s) of boards of trustees, and (c) trustee characteristics. What generalizations may therefore be made when the data of the present study are superimposed on that in the analytical framework?

Distribution of Authority

While there has been a clear trend to decentralize decision-making authority on university campuses, primarily in academic areas, it is difficult to infer a definite trend at CBC; however, there is considerable sharing, predominantly with administrators. There was evidence of faculty desire to be more involved at all decision levels, though they generally preferred the present authority distribution. Students most frequently desired decentralization than any other group, but not necessarily their own involvement. It may be concluded therefore that there is mild internal pressure for expanding the scope of decisions which are decentralized. Based on the CBC Board's low involvement in academic decision making, this area was judged to be already considerably decentralized and thus perhaps offers a partial explanation for the general satisfaction with how decision-making authority is distributed.

Legitimization of Authority

Within the university sector, the basic trend was for the addition of new and conflicting bases of authority to legitimize decision-making involvement. Further, the additional bases came without a change in earlier ones, thus presenting the basis for conflict. The data collected from

CBC suggested reliance both on the formal authority of the Board and the formal/functional authority of administrators. Due to low Board involvement there appeared to have been considerable reliance on faculty input into academic decision making, even without a senate-type structure. Since the president has been the only in-College representative on the Board, this spoke well of the credibility that those in this office have had with their faculty and subordinates.

If the literature is correct, this multiple authority base represents a latent conflict situation, and the suggestions as to what might make it overt were failure to attend to what is developing on campus (Zwingle, 1970) and what happens about purpose (Carnegie Commission, 1973:77-78).

Board Roles

While university boards have generally, increasingly assumed a governing role, the CBC Board still appeared to be predominantly functioning as a review (trustee) board. The stated preference of the Board members themselves was to more frequently give administrators authority above themselves in all levels of decision making, even policy decisions. The CBC Board does, however, assume a large role as bridge between College and constituents. While Perkins (1973) identified the inherent potential conflict in this, it is still latent at CBC. As stated earlier, this is no doubt due partially to the ex-officio inclusion of top church leadership on the Board of Directors. With the attitudinal openness to including faculty within its membership, the CBC Board is at a critical juncture in affirming its trusteeship orientation, or moving to more of a governing role with increased institutional representation being a likely consequence.

CBC shared, with university boards, involvement in other major, historic roles, but has yet to act regarding tenure issues, and to assume a role with respect to collective bargaining and settling internal disputes.

Board Membership

There has been a slight movement at CBC for a broader representational base for members of the institution, but this was seen to be primarily attitudinal, as opposed to the realities of such a trend in university boards.

The trends in membership characteristics where there was similarity between CBC and university boards were: (a) increasing formal education and (b) decline in the proportion of clergy on the board. Characteristics that were different revealed that (a) CBC has never had any women members, while their presence is increasing on university boards and (b) CBC Board members may be moving slightly to the political right, while their counterparts may be shifting towards a more liberal stance.

In addition, descriptive membership characteristics would have CBC Board members differing from their university colleagues by (a) living further away from the insitution they oversee, and (b) earning considerably lower salaries. Points of similarity included (a) lacking experience on boards other than the one they presently served, (b) barely familiar with relevant literature on postsecondary education/governance, and (c) having a degree from the college/university they served.

The CBC Board size compared with the modal category for Canadian universities (low end of the range), but considerably smaller than private U.S. colleges. Membership was still predominantly lay (non-educator) at CBC, while there was a trend away from this in universities and colleges.

With regard to the selection of trustees, the percentage of elected members at CBC has been decreasing, but the basic methods of selection were not distinguishably different from other institutions. Both CBC and other boards have a mode of three-year terms, but the average length of service appeared to be slightly lower for CBC Board members than their university counterparts.

The Board committee structure at CBC was similar to other institutions, and the frequency of meetings was comparable to other private colleges, but in terms of universities, was one or two meetings fewer per year, on the average. The closed meetings of the CBC Board were much like their counterparts.

CHAPTER TEN

CONCLUSIONS AND IMPLICATIONS

This research was initiated with the full awareness that in many respects the Bible college and university shared very little in common. However, it was observed, on the one hand, that the historic mission of most universities included a high profile for the training of clergy, but subsequent development led these institutions to become large, pluralistic and secularized centres of learning. On the other hand, it was observed that the initial stages of a similar trend were perceptible within the Bible college movement itself, as many (mostly in the U.S.A.) are expanding their missions to include general arts degrees and teacher education programs. These observations led to the central desire to assess the development in governance of one particular college against this evolutionary backdrop.

Governance at Canadian Bible College (CBC) has moved to at least a second stage when compared to the evolution in universities and colleges. Rather than a reliance on a strong board, CBC has come to rely heavily on a strong president. There was also attitudinal openness to a greater role for faculty involvement in decision making. Further, the Board has assumed two of the major roles of "agent of its creator" and "bridge" between College and constituency. Though these roles have inherent conflict, it was latent at CBC. A number of other similarities and differences were noted in relation to the membership characteristics and functioning of the CBC and university boards.

Major Implications for the Board of Directors of CBC

Based on the findings of this study the Board of Directors at Canadian Bible College would no doubt find it helpful to reflect on the following issues.

Related to Decision-Making Authority

1. Though there was general satisfaction with the legitimacy of the distribution of decision-making authority, respondents generally preferred the greatest increase in their own involvement in decision making in areas of most direct concern to them. Faculty consistently registered the greatest desire to increase their involvement in all levels of decision making. Students expressed the strongest desire for decentralizaing decision making in areas of student affairs, educational programs and ceremonial issues. It would seem appropriate for there to be more attention to and communication with these two groups regarding decisions which affect them.
2. The actual and preferred prominence of administrators in all levels of decision making, especially policy decisions, was a significant feature. Since this arrangement was also preferred by Board members, the Board's responsibility and role in policy-level decisions might well be reviewed.
3. The finding that nearly one-quarter of all non-academic staff (the highest of any in-College group) reported no

basis for judgment regarding the distribution of decision-making authority indicated a clear need for at least better communication.

Related to Board Roles

1. The central issue regarding Board role appeared to be the primary orientation which the Board would embrace, namely, a trusteeship (oversight) role or a governing role. The latter would be consistent with an increased representation of constituent memberships on the Board, while the former would suggest the preservation of an external lay board with a mandate to oversee, or in the words of the Carnegie Commission (1973:36), to provide for governance rather than to govern. The evolution of university governance has been to depart from a solely trusteeship role, and as Perkins (1973) suggested, trying to combine the two would lead to role conflict.

2. Although the Board was judged to be performing all major roles well, whenever respondent groups gave lower performance evaluations, it was usually in an area of direct concern to them. The most noteworthy illustration was the faculty's low evaluation of Board performance in developing appropriate working relationships with faculty.

Related to Board Characteristics and Functioning

1. In the light of (a) the lack of previous experience by Board members on a trustee board of a postsecondary educational institution, (b) the complete lack of knowledge

by Board members regarding relevant literature related to their role, coupled with (c) a significant desire on the part of Board members to improve their effectiveness with orientation, inservice and professional conferences, the Board should address ways of meeting this apparent need.

2. The issue of Board size should be discussed since it has exceeded the range preferred by a modal number of past and present members.

3. The trend for the percentage of ex-officio and appointed positions to increase, while the proportion of elected positions decreased, appeared to not conflict with the preferences of respondents for mode of selection, but the relative distribution should be monitored to reflect the interests of both constituency and Board.

4. The absence of female membership should be considered by the Board, since both Board members and clergy generally were more conservative in their responses than the sample, while women were typically more open to various alternatives. Perhaps this would foster increased innovation at the Board level.

Major Implications for Future Research

In the analytical framework there were no theoretical linkages between the three streams of research related to board role in governance. On the basis of this study, several hypothesized relationships between these variables were developed and are deserving of future exploration.

1. It was hypothesized that as decision-making authority is decentralized, membership at the board level would increasingly reflect a broader representational base. These tendencies would also be positively correlated with the need for boards to move beyond their trusteeship role to become courts of appeal for resolving internal conflict, and would foster the view that membership within the organization is the most legitimate basis for authority (as opposed to position or expertise).

2. It was hypothesized that the frequency of meetings of the board, institutional size and plurality of missions would be major determinants of the particular configuration of governance on any campus. More particularly, as the mission became more pluralistic, governance would become more decentralized. As the institution grew, governance would become more decentralized, and as the frequency of meetings decreased, boards would have less of a determinative role in policy-level decision making. Further, as institutional size increased, there would be a positive correlation with increasing plurality of mission.

3. Certain board roles have been shown to be in conflict with each other conceptually, yet such conflict in the present study was latent. What factors would be associated with latent conflict becoming overt? From the literature and this study the following factors were suggestive as to their potential influence: (a) increasing institutional size; (b)

increasing the scope of the mission; (c) failure to pay attention to what is developing on campus; and, (d) increasing plurality of values held by constituents.

4. It was hypothesized that the perceived legitimacy of governance would be positively correlated with agreement about institutional purpose/mission.

5. It seemed appropriate that more research needs to be devoted to the conditions under which economic and political viability are ensured for institutions which may choose to restrict their mission within a system of higher education.

6. Does a weakening cohesion over ends (mission, purpose) coincide with an attempt to develop cohesion over means (governance)?

7. It was hypothesized that the desire for decentralization of authority in decision making would be strongest in areas of direct concern to the respondent.

8. It was hypothesized that the further a respondent was removed from board-level activity, the more likely his judgments about the quality of board performance in major roles would be positively correlated with his perception of the importance of those roles.

9. The various trends associated with board member characteristics and functioning could be tested for association with the major trends in the evolution of board roles and the decentralization of decision-making authority to determine if their was a correlation or if the

relationship was orthogonal.

10. With respect to the methodology, a generalization regarding the documentary analysis which emerged was that not every year of board functioning need be investigated to adequately assess trends. The years preceeding, following and including any major event would appear to suffice. Major events in this study which led to such a generalization were changes in presidents, campus relocations, major curriculum changes, and constitutional revisions.

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GOVERNANCE STUDY

Canadian Bible College

May 1977

This questionnaire is designed to provide a profile of the perceptions and attitudes of various groups associated with Canadian Bible College regarding the governing of the College.

Your responses are regarded as confidential and will only be used for statistical purposes. They will not be released in any way that will allow them to be identified with you.

The only way in which this form has been deliberately coded is by the group which constitutes your primary association with the College (e.g. student, faculty, alumnus, etc.).

SECTION II - DECISION MAKING

INSTRUCTIONS: (Please read carefully)

Section II consists of 60 statements of possible College decisions. Please respond to each statement in two different ways, using the "Response Key" below.

First, who do you think is actually exercising major authority in making the decision. CHOOSE NO MORE THAN 3 groups.

Then, whom would you prefer to be exercising major authority in making the decision. CHOOSE NO MORE THAN 3 groups.

Even though several groups may be involved in (or have input into) a decision, focus your attention only on the one(s) exercising MAJOR AUTHORITY in decision making.

RESPONSE KEY

1. INADEQUATE KNOWLEDGE ON WHICH TO JUDGE
2. NO ONE
3. PEOPLE IN THE COLLEGE'S CONSTITUENCY
   e.g. parents, alumni, financial supporters, C&MA leaders, etc.
4. STUDENTS
5. CLERICAL, MAINTENANCE AND SUPPORT STAFF
6. FACULTY (teaching faculty)
7. ADMINISTRATION
   e.g. President, Vice-presidents, Deans, Registrar, Treasurer, Librarian, etc.
8. BOARD MEMBERS

EXAMPLES

(a) Awarding tenure to a faculty member	actual	1 2 3 4 5 [✓ 6] [✓ 7] [✓ 8]
	preferred	1 2 3 4 5 6 7 [✓ 8]
(b) Planning orientation for freshmen students	actual	1 2 3 4 5 6 [✓ 7] 8
	preferred	1 2 3 [✓ 4] 5 6 7 8

In Example (a), the respondent indicated that the faculty, administration and Board members actually exercise major authority in awarding tenure to a faculty member, but preferred that only the Board members would exercise major authority for that decision.

In Example (b), the administration was viewed as actually exercising major authority in planning orientation for freshmen students, but the respondent preferred that only students do so.

If you want to change your answer after circling a number, place an "X" through the circle you DON'T want, then circle your new choice.

Some decisions will appear to be almost identical; however, differences in wording are important, so please respond to each decision separately.

SECTION I - GENERAL INFORMATION

Do not write
in this space

ID

— — — — $\frac{1}{5}$

Directions: Please circle the number to the right of the most appropriate response.

1. Sex

Male 1
Female 2   6

2. Age at last birthday

16 or under 1
17 - 20 2
21 - 24 3
25 - 29 4
30 - 39 5   7
40 - 49 6
50 - 59 7
60 - 69 8
70 or over 9

3. Location of current home residence

British Columbia or Alberta 1
Saskatchewan or Manitoba 2
Ontario, Quebec, or the Maritimes 3
Yukon or Northwest Territories 4   8
U. S. A. 5
Other 6

4. Occupational category (if presently unemployed or retired, indicate your most recent category of employment)

Clergy (including Associate Minister, D.C.E., Minister of Music, etc.) 1
Professional (excluding clergy) e.g. doctor, teacher, nurse, lawyer, etc. 2   9
Other (business, farm, labour, clerical, student, etc.). 3

5. Highest level of formal education (Circle only ONE)

Some, or no high school 1
High school graduate 2
Technical institute graduate 3
Some college or university 4
College or university first degree (B.A., B.Sc., B.Th., B.R.E., etc.) 5   10
Some professional or graduate study 6
Attained Master's degree (M.A., M.Div., M.Ed., etc.) ... 7
Attained a professional degree or doctorate (M.D., LL.B., Ph.D., Th.D., Ed.D., etc.) 8

6. Which of the following best describes your political ideology or leaning? (Circle one)

conservative 1
moderate 2
liberal 3   11
other 4

RESPONSE KEY

1. Inadequate knowledge on which to judge
2. No one
3. People in the College's constituency
4. Students
5. Clerical, maintenance and support staff
6. Faculty
7. Administration
8. Board members

DECISIONS		CIRCLE NO MORE THAN 3	Do not write in this space
1. To apply for affiliation with a university.	actual	1 2 3 4 5 6 7 8	12-14
	preferred	1 2 3 4 5 6 7 8	15-17
2. To decide what kinds of services will be provided for students.	actual	1 2 3 4 5 6 7 8	18-20
	preferred	1 2 3 4 5 6 7 8	21-23
3. To develop a general plan for increasing scholarship aid to students.	actual	1 2 3 4 5 6 7 8	24-26
	preferred	1 2 3 4 5 6 7 8	27-29
4. To establish guidelines to govern the appointment of faculty.	actual	1 2 3 4 5 6 7 8	30-32
	preferred	1 2 3 4 5 6 7 8	33-35
5. To develop procedures for disciplining students who violate the code of conduct.	actual	1 2 3 4 5 6 7 8	36-38
	preferred	1 2 3 4 5 6 7 8	39-41
6. To establish policies for handling of faculty grievances and disputes.	actual	1 2 3 4 5 6 7 8	42-44
	preferred	1 2 3 4 5 6 7 8	45-47
7. To approve students for graduation.	actual	1 2 3 4 5 6 7 8	48-50
	preferred	1 2 3 4 5 6 7 8	51-53
8. To develop a statement of the mission, or purpose, of the College.	actual	1 2 3 4 5 6 7 8	54-56
	preferred	1 2 3 4 5 6 7 8	57-59
9. To set policies for recognizing outstanding service of faculty to the College.	actual	1 2 3 4 5 6 7 8	60-62
	preferred	1 2 3 4 5 6 7 8	63-65
10. To award a scholarship to a student.	actual	1 2 3 4 5 6 7 8	66-68
	preferred	1 2 3 4 5 6 7 8	69-71

RESPONSE KEY

1. Inadequate knowledge on which to judge
2. No one
3. People in the College's constituency
4. Students
5. Clerical, maintenance and support staff
6. Faculty
7. Administration
8. Board members

DECISIONS		CIRCLE NO MORE THAN 3	Do not write in this space
11. To investigate an allegation implicating a faculty member in questionnable conduct.	actual	1 2 3 4 5 6 7 8	72-74
	preferred	1 2 3 4 5 6 7 8	75-77
			ID Card #2 ___ ___ ___ ___ 2 1 2 3 4 5
12. To review the operation of the Board (e.g. committees, bylaws, frequency of meetings, etc.)	actual	1 2 3 4 5 6 7 8	6-8
	preferred	1 2 3 4 5 6 7 8	9-11
13. To establish general standards for admission to the College.	actual	1 2 3 4 5 6 7 8	12-14
	preferred	1 2 3 4 5 6 7 8	15-17
14. To give special recognition to a member of the non-academic staff who has distinguished himself/herself in some way.	actual	1 2 3 4 5 6 7 8	18-20
	preferred	1 2 3 4 5 6 7 8	21-23
15. To establish policies for the evaluation of curriculum and instruction.	actual	1 2 3 4 5 6 7 8	24-26
	preferred	1 2 3 4 5 6 7 8	27-29
16. To select an architect for a new building.	actual	1 2 3 4 5 6 7 8	30-32
	preferred	1 2 3 4 5 6 7 8	33-35
17. To take steps to increase the expertise of Board members in the performance of their responsibilities.	actual	1 2 3 4 5 6 7 8	36-38
	preferred	1 2 3 4 5 6 7 8	39-41
18. To create an advisory committee(s) to the Board (e.g. pastors, laymen, professional groups, etc.)	actual	1 2 3 4 5 6 7 8	42-44
	preferred	1 2 3 4 5 6 7 8	45-47

RESPONSE KEY

1. Inadequate knowledge on which to judge
2. No one
3. People in the College's constituency
4. Students
5. Clerical, maintenance and support staff
6. Faculty
7. Administration
8. Board members

Do not write in this space

DECISIONS		CIRCLE NO MORE THAN 3	
19. To select one faculty member, from several applicants, to be given a sabbatical.	actual	1 2 3 4 5 6 7 8	48-50
	preferred	1 2 3 4 5 6 7 8	51-53
20. To set the amount of tuition and fees for the next school year.	actual	1 2 3 4 5 6 7 8	54-56
	preferred	1 2 3 4 5 6 7 8	57-59
21. To form policies regarding professional development opportunities for faculty.	actual	1 2 3 4 5 6 7 8	60-62
	preferred	1 2 3 4 5 6 7 8	63-65
22. To approve a request from a faculty member to have his office remodelled.	actual	1 2 3 4 5 6 7 8	66-68
	preferred	1 2 3 4 5 6 7 8	69-71
23. To decide who will interview a potential faculty member.	actual	1 2 3 4 5 6 7 8	72-74
	preferred	1 2 3 4 5 6 7 8	75-77
			ID Card #3 3 1 2 3 4 5
24. To determine the courses a faculty member will teach.	actual	1 2 3 4 5 6 7 8	6-8
	preferred	1 2 3 4 5 6 7 8	9-11
25. To set standards of achievement for graduation.	actual	1 2 3 4 5 6 7 8	12-14
	preferred	1 2 3 4 5 6 7 8	15-17
26. To authorize travel for faculty participation in a conference.	actual	1 2 3 4 5 6 7 8	18-20
	preferred	1 2 3 4 5 6 7 8	21-23
27. To make an exception to the entrance requirements under special circumstances.	actual	1 2 3 4 5 6 7 8	24-26
	preferred	1 2 3 4 5 6 7 8	27-29

RESPONSE KEY

1. Inadequate knowledge on which to judge
2. No one
3. People in the College's constituency
4. Students
5. Clerical, maintenance and support staff
6. Faculty
7. Administration
8. Board members

DECISIONS		CIRCLE NO MORE THAN 3	Do not write in this space
28. To add or delete a specific course.	actual	1 2 3 4 5 6 7 8	30-32
	preferred	1 2 3 4 5 6 7 8	33-35
29. To appoint the president of the College.	actual	1 2 3 4 5 6 7 8	36-38
	preferred	1 2 3 4 5 6 7 8	39-41
30. To determine wage scales for non-faculty personnel.	actual	1 2 3 4 5 6 7 8	42-44
	preferred	1 2 3 4 5 6 7 8	45-47
31. To settle a disagreement between a student and a professor over a course grade.	actual	1 2 3 4 5 6 7 8	48-50
	preferred	1 2 3 4 5 6 7 8	51-53
32. To award advanced credit to an entering student.	actual	1 2 3 4 5 6 7 8	54-56
	preferred	1 2 3 4 5 6 7 8	57-59
33. To develop ways of identifying faculty members who should receive special recognition.	actual	1 2 3 4 5 6 7 8	60-62
	preferred	1 2 3 4 5 6 7 8	63-65
34. To secure a loan for financing the construction of a new dormitory.	actual	1 2 3 4 5 6 7 8	66-68
	preferred	1 2 3 4 5 6 7 8	69-71
35. To develop a program for expanding the financial base of the College.	actual	1 2 3 4 5 6 7 8	72-74
	preferred	1 2 3 4 5 6 7 8	75-77
			ID Card #4 4 1 2 3 4 5
36. To establish procedures for assessing and collecting tuition and fees.	actual	1 2 3 4 5 6 7 8	6-8
	preferred	1 2 3 4 5 6 7 8	9-11

RESPONSE KEY

1. Inadequate knowledge on which to judge
2. No one
3. People in the College's constituency
4. Students
5. Clerical, maintenance and support staff
6. Faculty
7. Administration
8. Board members

Do not write in this space

DECISIONS		CIRCLE NO MORE THAN 3								
47. To determine ways of responding to concerns of people outside the College regarding College activities.	actual	1	2	3	4	5	6	7	8	72-74
	preferred	1	2	3	4	5	6	7	8	75-77
										ID Card #5
										_ _ _ _ 5 1 2 3 4 5
48. To promote alumni activities.	actual	1	2	3	4	5	6	7	8	6-8
	preferred	1	2	3	4	5	6	7	8	9-11
49. To establish long-range plans for financing capital growth.	actual	1	2	3	4	5	6	7	8	12-14
	preferred	1	2	3	4	5	6	7	8	15-17
50. To collect tuition from a student who is late in making a payment.	actual	1	2	3	4	5	6	7	8	18-20
	preferred	1	2	3	4	5	6	7	8	21-23
51. To set long-range plans for the development of campus buildings and facilities.	actual	1	2	3	4	5	6	7	8	24-26
	preferred	1	2	3	4	5	6	7	8	27-29
52. To approach individuals to request a financial contribution to the College.	actual	1	2	3	4	5	6	7	8	30-32
	preferred	1	2	3	4	5	6	7	8	33-35
53. To establish policies for the orientation of new Board members.	actual	1	2	3	4	5	6	7	8	36-38
	preferred	1	2	3	4	5	6	7	8	39-41
54. To decide the future of a faculty member accused of unethical conduct with students.	actual	1	2	3	4	5	6	7	8	42-44
	preferred	1	2	3	4	5	6	7	8	45-47
55. To evaluate the required courses in the various degree programs.	actual	1	2	3	4	5	6	7	8	48-50
	preferred	1	2	3	4	5	6	7	8	51-53

RESPONSE KEY

1. Inadequate knowledge on which to judge
2. No one
3. People in the College's constituency
4. Students
5. Clerical, maintenance and support staff
6. Faculty
7. Administration
8. Board members

DECISIONS		CIRCLE NO MORE THAN 3	Do not write in this space
37. To develop contacts with other postsecondary institutions.	actual	1 2 3 4 5 6 7 8	12-14
	preferred	1 2 3 4 5 6 7 8	15-17
38. To develop a fund-raising plan.	actual	1 2 3 4 5 6 7 8	18-20
	preferred	1 2 3 4 5 6 7 8	21-23
39. To approve a requisition from a Divisional Chairman for an expenditure.	actual	1 2 3 4 5 6 7 8	24-26
	preferred	1 2 3 4 5 6 7 8	27-29
40. To approve architectural drawings for a particular building.	actual	1 2 3 4 5 6 7 8	30-32
	preferred	1 2 3 4 5 6 7 8	33-35
41. To authorize payment to a contractor for the completion of the first phase of a new building.	actual	1 2 3 4 5 6 7 8	36-38
	preferred	1 2 3 4 5 6 7 8	39-41
42. To set up a committee to evaluate the curriculum.	actual	1 2 3 4 5 6 7 8	42-44
	preferred	1 2 3 4 5 6 7 8	45-47
43. To decide on the specific salary to be included in a faculty member's contract.	actual	1 2 3 4 5 6 7 8	48-50
	preferred	1 2 3 4 5 6 7 8	51-53
44. To establish the College budget.	actual	1 2 3 4 5 6 7 8	54-56
	preferred	1 2 3 4 5 6 7 8	57-59
45. To alter the accepted wage scale for a faculty member in an exceptional situation.	actual	1 2 3 4 5 6 7 8	60-62
	preferred	1 2 3 4 5 6 7 8	63-65
46. To establish the College's relationships with other institutions and organizations.	actual	1 2 3 4 5 6 7 8	66-68
	preferred	1 2 3 4 5 6 7 8	69-71

RESPONSE KEY

1. Inadequate knowledge on which to judge
2. No one
3. People in the College's constituency
4. Students
5. Clerical, maintenance and support staff
6. Faculty
7. Administration
8. Board members

Do not write in this space

DECISIONS		CIRCLE NO MORE THAN 3	
56. To allocate finances within the College.	actual	1 2 3 4 5 6 7 8	54-56
	preferred	1 2 3 4 5 6 7 8	57-59
57. To take disciplinary action against a student for cheating on an exam.	actual	1 2 3 4 5 6 7 8	60-62
	preferred	1 2 3 4 5 6 7 8	63-65
58. To secure a carpnter to do some remodelling.	actual	1 2 3 4 5 6 7 8	66-68
	preferred	1 2 3 4 5 6 7 8	69-71
59. To co-ordinate the meal and class schedules.	actual	1 2 3 4 5 6 7 8	72-74
	preferred	1 2 3 4 5 6 7 8	75-77
			ID Card #6
			1 2 3 4 5 — 6
60. To add or delete a program of study.	actual	1 2 3 4 5 6 7 8	6-8
	preferred	1 2 3 4 5 6 7 8	9-11

Please add any comments you wish to make. ____________________

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SECTION III - BOARD COMPOSITION, FUNCTIONING

A. Board Selection and Composition

Please check the extent of your agreement with each of the following statements regarding the selection and composition of the Board of Directors at C.B.C. Circle the number to the right of each statement which best represents your view. Please use the following response key.

RESPONSE KEY

1. Strongly disagree (SD)
2. Disagree (D)
3. Uncertain (U)
4. Agree (A)
5. Strongly agree (SA)

	SD	D	U	A	SA	Do not write in this space
1. All Board members should be elected.	1	2	3	4	5	12
2. All Board members should be appointed.	1	2	3	4	5	13
3. Some Board members should be elected and others appointed.	1	2	3	4	5	14
If some, or all, Board members were elected:						
4. District Conferences should choose any Board members to be elected.	1	2	3	4	5	15
If some, or all, Board members were appointed:						
5. District Executive Committees (DEXCOM) should be involved in the selection.	1	2	3	4	5	16
6. The Canadian Corporation of the C&MA should be involved in the selection.	1	2	3	4	5	17
7. The Board of Directors should be involved in the selection.	1	2	3	4	5	18
8. The College president should be involved in the selection.	1	2	3	4	5	19
9. The faculty should have a representative on the Board.	1	2	3	4	5	20
10. A faculty representative on the Board should have a vote in decision making.	1	2	3	4	5	21
11. Non-academic staff should have a representative on the Board.	1	2	3	4	5	22
12. A non-academic staff representative on the Board should have a vote in decision making.	1	2	3	4	5	23

A. Board Selection and Composition Cont'd

Do not write in this space

RESPONSE KEY

1. Strongly disagree (SD)
2. Disagree (D)
3. Uncertain (U)
4. Agree (A)
5. Strongly agree (SA)

	SD	D	U	A	SA	Do not write in this space
13. The students should have a representative on the Board.	1	2	3	4	5	24
14. A student representative on the Board should have a vote in decision making.	1	2	3	4	5	25
15. Alumni should have a representative on the Board.	1	2	3	4	5	26
16. An alumni representative on the Board should have a vote in decision making.	1	2	3	4	5	27
17. The University of Regina should have a representative on the Board.	1	2	3	4	5	28
18. A University of Regina representative on the Board should have a vote in decision making.	1	2	3	4	5	29
19. Board meetings should be open for faculty to attend, except for special "in camera" sessions.	1	2	3	4	5	30
20. Board meetings should be open for students to attend, except for special "in camera" sessions.	1	2	3	4	5	31

Please add any comments you wish to make. ______________________

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B. Size of Board

Indicate your preference for the size of Board (Circle ONE)

No opinion	0	
Less than 5 members	1	
5 - 8 members	2	
9 - 12 members	3	
13 - 16 members	4	
17 - 20 members	5	32
21 - 24 members	6	
25 - 28 members	7	
29 - 32 members	8	
More than 32 members	9	

Comments: ____

____

Do not write in this space

C. Length of Term of Office for Board Memebers

Write in the actual number which indicates your preference for the length of term of office for an individual Board member.

Length (in years) = ________ 33-34

Comments: ______________________________

____

D. Board Member Personal Characteristics

How important would you regard the following characteristics in selecting members for the Board of Directors at C.B.C? Circle the number to the right of each statement which best represents your view. Please use the following response key:

RESPONSE KEY

1. Highly undesirable
2. Undesirable
3. Unimportant, irrelevant, undecided
4. Important
5. Essential

1. Stature within the community	1	2	3	4	5	35
2. Stature in a chosen vocation or occupation	1	2	3	4	5	36
3. Knowledge of higher education	1	2	3	4	5	37
4. Generally known to other Board members	1	2	3	4	5	38
5. Time to devote to Board activities	1	2	3	4	5	39
6. Business knowledge	1	2	3	4	5	40
7. A middle-of-the-road point of view on most issues	1	2	3	4	5	41
8. Alumnus of the College	1	2	3	4	5	42
9. Strong views about most matters	1	2	3	4	5	43
10. Ability to make financial contributions	1	2	3	4	5	44
11. Vision to move ahead with new ideas	1	2	3	4	5	45
12. Understanding the role of a Bible college	1	2	3	4	5	46
13. Spiritual stature	1	2	3	4	5	47
14. Ability to listen, be a "sounding board"	1	2	3	4	5	48

Comments: ______________________________

____

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Do not write in this space

E. Board Roles

A college board performs a variety of roles and functions. Some roles are performed better than others and, indeed, some roles may be more important than others. Please indicate your feelings regarding the IMPORTANCE of the following possible roles, and also the QUALITY OF PAST PERFORMANCE of the Board in each role. Please use the following response keys in making your judgments:

RESPONSE KEYS

IMPORTANCE	QUALITY OF PAST PERFORMANCE
1. No importance	1. No basis for judgment
2. Low importance	2. Performed very poorly
3. Medium importance	3. Performed poorly
4. High importance	4. Performed well
5. Extremely high importance	5. Performed very well

	Importance	Quality of Performance	
1. Establishing institutional goals, objectives and educational policy.	1 2 3 4 5	1 2 3 4 5	49-50
2. Participating in planning programs offered by the College.	1 2 3 4 5	1 2 3 4 5	51-52
3. Creating and maintaining an adequate physical plant.	1 2 3 4 5	1 2 3 4 5	53-54
4. Managing financial resources.	1 2 3 4 5	1 2 3 4 5	55-56
5. Developing an effective Board structure and rules of procedure.	1 2 3 4 5	1 2 3 4 5	57-58
6. Selecting a president.	1 2 3 4 5	1 2 3 4 5	59-60
7. Developing appropriate working relationships with the faculty.	1 2 3 4 5	1 2 3 4 5	61-62
8. Establishing effective communication with the students.	1 2 3 4 5	1 2 3 4 5	63-64
9. Settling internal College disputes as a court of appeal.	1 2 3 4 5	1 2 3 4 5	65-66
10. Providing a "bridge" between the College and its constituency.	1 2 3 4 5	1 2 3 4 5	67-68

Please add any comments you wish to make: ______________________

____

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Do not write in this space

F. Potential Interviewees

As a part of this study, various key people will be interviewed (e.g. President, Vice-presidents, Academic Dean, Board Chairman, Alumni President). Please provide the NAMES of any other persons whom you think would be able to provide information in an interview on the following topics:

1. Current and future economic limitations or prospects facing the College.

____

____

____

2. Political limitations (e.g. government policies, legislation, accrediting association rulings, opposition from groups outside the College, etc.) which the College is experiencing, or may expect to experience in the future.

____

____

____

3. Information on previous Board members, Board functioning and decision-making in the history of the College.

____

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THANK YOU FOR YOUR COOPERATION. ONLY BOARD MEMBERS ARE TO COMPLETE SECTION IV. BOTH CURRENT AND FORMER BOARD MEMBERS PLEASE COMPLETE SECTION IV.

ID Card #7

_1 _2 _3 _4 7 5

SECTION IV

Do not write in this space

(TO BE COMPLETED ONLY BY BOARD MEMBERS)

NOTE: Although this section is worded primarily for current Board members, former Board members should answer the items, wherever possible, based on the most recent year of membership on the Board of Directors of C.B.C.

1. Please write in the number of years you have served as a member of the Board of Directors. Round your answer off to the nearest whole number of years. For example, if you have served for 2 yrs. and 5 months, enter "2" years; however, if you had served for 2 years and 8 months, you would enter "3" years.

   Number of years served = ____ 6-7

2. Please write in the most recent year in which you have served as a member of the Board of Directors at C.B.C.

   Write most recent year here: 19__ __ 8-9

3. On how many other college or university governing boards have you PREVIOUSLY served, exclusive of your present board membership(s)?

   Please write in the number of other boards here: ____ 10-11

4. Exclusive of postsecondary governing boards, of how many other boards have you been a member over the past five years (e.g. provincial, corporation, public school, municipal, church, cultural affairs, community services, etc.)?

   Please write in the number of boards here: ____ 12-13

5. Indicate the extent of your awareness and reading of publications (e.g. books, periodicals, journals, reports, etc.) related to your role in governing a postsecondary institution. Circle one number.

   I am not aware of any such materials that would benefit me 1
   I am aware of useful publications but have not read or examined them 2
   I have briefly examined some publications but have not read them 3
   I have read at least 5 publications related to the governing of a college 4
   I seek out and read material that will be of benefit to me in my role as a board member (must have included more than 5 publications) 5

   14

Please add any comments you wish to make: ______________________

____

____

6. Board-Related Activities

In addition to your participation in formal board meetings, could you indicate approximately the actual and preferred extent of your involvement in each of the following board-related activites.

Please respond twice to each statement by circling one number for your ACTUAL extent of involvement, and one number for your PREFERRED extent of involvement. Please use the following response key.

RESPONSE KEY

1. Not at all
2. To some extent
3. To a moderate extent
4. To a great extent
5. To a very great extent

			Do not write in this space
(1) Preparing the Board agenda	actual	1 2 3 4 5	15
	preferred	1 2 3 4 5	16
(2) Attending committee meetings	actual	1 2 3 4 5	17
	preferred	1 2 3 4 5	18
(3) Participating in orientation and inservice sessions for Board members	actual	1 2 3 4 5	19
	preferred	1 2 3 4 5	20
(4) Attending ad hoc meetings of campus groups	actual	1 2 3 4 5	21
	preferred	1 2 3 4 5	22
(5) Attending professional conferences for Board members	actual	1 2 3 4 5	23
	preferred	1 2 3 4 5	24
(6) Making speeches on behalf of the College	actual	1 2 3 4 5	25
	preferred	1 2 3 4 5	26
(7) Securing financial, physical or other contributions from people in the College's constituency	actual	1 2 3 4 5	27
	preferred	1 2 3 4 5	28
(8) Individual consultation with the president	actual	1 2 3 4 5	29
	preferred	1 2 3 4 5	30
(9) Consultation with other College administrators	actual	1 2 3 4 5	31
	preferred	1 2 3 4 5	32

7. **Factors Operative in Decision Making Cont'd**

Do not write in this space

RESPONSE KEY

1. Not at all
2. To some extent
3. To a moderate extent
4. To a great extent
5. To a very great extent

(6) Recommendations by the College president	1 2 3 4 5	44
(7) Presentations by College committees	1 2 3 4 5	45
(8) Required information not readily available	1 2 3 4 5	46
(9) Lobbying by, or pressure from, community groups, political bodies, etc.	1 2 3 4 5	47
(10) Board member's first-hand knowledge of the situation	1 2 3 4 5	48
(11) Conflict between the Board and the president	1 2 3 4 5	49
(12) Strong differences of opinion within the Board	1 2 3 4 5	50
(13) Willingness to accept responsibility	1 2 3 4 5	51
(14) Challenges from members of the College community (i.e. students, faculty, staff, etc)	1 2 3 4 5	52
(15) Intervention from outside sources	1 2 3 4 5	53
(16) Adequate agenda materials provided prior to meetings	1 2 3 4 5	54
(17) Time devoted to trivial rather than to substantive matters	1 2 3 4 5	55

Please make any comments you wish: ______________________________

THANK YOU VERY MUCH FOR YOUR COOPERATION!

6. Board-Related Activities Cont'd

Do not write in this space

RESPONSE KEY

1. Not at all
2. To some extent
3. To a moderate extent
4. To a great extent
5. To a very great extent

(10) Consultation with other College groups	actual	1 2 3 4 5	33
	preferred	1 2 3 4 5	34
(11) Talking with politicians or church leaders about College matters	actual	1 2 3 4 5	35
	preferred	1 2 3 4 5	36
(12) Talking with government departmental officers about College matters	actual	1 2 3 4 5	37
	preferred	1 2 3 4 5	38

Please make any comments you wish: ____________________

____

____

____

7. Factors Operative in Decision Making

In the following statements you will be invited to assess the extent to which each of the factors listed generally operates in the decision-making process of the Board. Circle the number to the right of each statement which best describes your view. Use the following response key:

RESPONSE KEY

1. Not at all
2. To some extent
3. To a moderate extent
4. To a great extent
5. To a very great extent

(1) Firm guidance by the chairman	1 2 3 4 5	39
(2) Recourse to expert opinion outside the Board	1 2 3 4 5	40
(3) Active and vigorous debate	1 2 3 4 5	41
(4) Strong guidance by Board committees or committee chairmen	1 2 3 4 5	42
(5) Individual, private exchanges among two or more members of the Board	1 2 3 4 5	43

Appendix D: Taxonomy of Questionnaire Decisions by Decision Level and Subject Area

Policy-Level Decisions	Administrative-Level Decisions	Working-Level Decisions
	Personnel Decisions	
4. To establish guidelines to govern the appointment of faculty	24. To determine the courses a faculty member will teach	23. To decide who will interview a potential faculty member
30. To determine wage scales for non-faculty personnel	45. To alter the accepted wage scale for a faculty member in an exceptional situation	43. To decide on the specific salary to be included in a faculty member's contract
21. To form policies regarding professional development opportunities for faculty	19. To select one faculty member, from several applicants, to be given a sabbatical	26. To authorize travel for faculty participation in a conference
	Student Affairs Decisions	
3. To develop a general plan for increasing scholarship aid to students	59. To coordinate the meal and class schedules	10. To award a scholarship to a student
2. To decide what kinds of services will be provided for students	5. To develop procedures for disciplining students who violate the code of conduct	57. To take disciplinary action against a student for cheating on an exam
	Business and Finance Decisions	
35. To develop a program for expanding the financial base of the College	38. To develop a fund-raising plan	52. To approach individuals to request a financial contribution to the College
44. To establish the College budget	56. To allocate finances within the College	39. To approve a requisition from a Divisional Chairman for an expenditure
20. To set the amount of tuition and fees for the next school year	36. To establish procedures for assessing and collecting tuition and fees	50. To collect tuition from a student who is late in making a payment

Policy-Level Decisions	Administrative-Level Decisions	Working-Level Decisions
	Physical Plant Decisions	
51. To set long-range plans for the development of campus buildings and facilities 49. To establish long-range plans for financing capital growth	16. To select an architect for a new building 34. To secure a loan for financing the construction of a new dormitory 22. To approve a request from a faculty member to have his office remodelled	40. To approve architectural drawings for a particular building 41. To authorize payment to a contractor for the completion of the first phase of a new building 58. To secure a carpenter to do some remodelling
	External Affairs Decisions	
46. To establish the College's relationships with other institutions and organizations 47. To determine ways of responding to concerns of people outside the College regarding College activities	1. To apply for affiliation with a university 18. To create an advisory committee(s) to the Board (e.g. pastors, laymen, professional groups, etc.)	37. To develop contacts with other postsecondary institutions 48. To promote alumni activities
	Internal Board Affairs Decisions	
53. To establish policies for the orientation of new Board members	17. To take steps to increase the expertise of Board members in the performance of their responsibilities	12. To review the operation of the Board (e.g. committees, bylaws, frequency of meetings, etc.)

Policy-Level Decisions	Administrative-Level Decisions	Working-Level Decisions
Administrative Organizations Decisions		
6. To establish policies for handling of faculty grievances and disputes 29. To appoint the president of the College	54. To decide the future of a faculty member accused of unethical conduct with students	11. To investigate an allegation implicating a faculty member in questionable conduct
Ceremonial Decisions		
9. To set policies for recognizing outstanding service of faculty to the College	33. To develop ways of identifying faculty members who should receive special recognition	14. To give special recognition to a member of the non-academic staff who has distinguished himself/herself in some way
Educational Programs Decisions		
15. To establish policies for the evaluation of curriculum and instruction	55. To evaluate the required courses in the various degree programs	42. To set up a committee to evaluate the curriculum
8. To develop a statement of the mission, or purpose, of the College	60. To add or delete a program of study	28. To add or delete a specific course
13. To establish general standards for admission to the College	27. To make an exception to the entrance requrements under special circumstances	32. To award advanced credit to an entering student
25. To set standards of achievement for graduation	31. To settle a disagreement between a student and a professor over a course grade	7. To approve students for graduation

TO WHOM IT MAY CONCERN

Page 378 is not missing but has been misnumbered.

Appendix E: Transmittal Letters

The Canadian Bible College
CBC
Canadian Theological College
CTC

The Canadian Bible College
Canadian Theological College
4400-4th Avenue, Regina, Saskatchewan S4T 0H8 (306)545-1515

May 1, 1977

Dear Friend of the College:

The enclosed questionnaire, which is concerned with the governance (or decision making) at Canadian Bible College, is part of a study being conducted by one of our Faculty members, Mr. Bob Rose, for his doctoral dissertation. This project is concerned specifically with who is, and who should be involved in decision making at the College.

You have been randomly selected from those who are recent supporters of, or who have been associated with the College in some way. Your interest in the College makes your responses very important to us, and I would encourage you to complete the questionnaire and return it in the enclosed postage-paid envelope, as soon as possible, preferably before May 20, 1977. Other phases of this research project cannot be carried out until the results of this questionnaire have been analyzed.

The questionnaire has been pre-tested with a sample of people like yourself and has been revised to retain the essential items while requiring a minimum of your time. You can expect to take approximately 40 minutes to complete the questionnaire.

I'm sure Bob would welcome any comments you may have concerning any aspect of College decision making not covered in the questionnaire.

Thank you for your cooperation.

Sincerely

David L. Rambo

David L. Rambo, President
R/vfb

Enclosure.

Colleges of the Christian and Missionary Alliance in Canada

The Canadian Bible College
CBC
Canadian Theological College
CTC

The Canadian Bible College
Canadian Theological College
4400-4th Avenue, Regina, Saskatchewan S4T 0H8 (306)545-1515

May 1, 1977

To Board Members and Former Board Members:

The enclosed questionnaire, which is concerned with the governance (or decision making) at Canadian Bible College, is part of a study being conducted by one of our Faculty members, Mr. Bob Rose, for his doctoral dissertation. This project is concerned specifically with who is, and who should be involved in decision making at the College.

As one who is currently on the Board, or who has served on the Board in the past, your responses are of special significance to the study. I would encourage you to complete the questionnaire and return it in the enclosed postage-paid envelope as soon as possible, preferably before May 20, 1977. Other phases of this research project cannot be carried out until the results of this questionnaire have been analyzed.

The questionnaire has been pre-tested with a sample of people like yourself and has been revised to retain the essential items while requiring a minimum of your time. You can expect to take approximately 40 minutes to complete the questionnaire,

I'm sure Bob would welcome any comments you may have concerning any aspect of College decision making not covered in the questionnaire.

Thank you for your cooperation.

Sincerely

David L. Rambo

David L. Rambo, President
R/vfb
Enclosure

Colleges of the Christian and Missionary Alliance in Canada

Appendix F: List of Board Members, with Terms of Office, Over the History of Canadian Bible College

List of Board Members with dates served (during years 1944-75)

G.A. Skitch	1944-1949	(6 years)	
G.M. Blackett	1944-1962	(16 years)	President 1944-1953 Chairman 1954-1959
W.H. Brooks	1944-1948; 1950-58; 1960-62	(17 years)	
E.F. Mapstone	1945	(1 year)	
R. McIntyre (F.S.)	1946-1948; 1952-	(27 years)	Chairman 1960-1962
G. Magnue	1946-1953	(8 years)	
G. Ferguson	1947-1953	(7 years)	
S.J. Jessop (F)	1948-1952	(5 years)	
T.J. Spier	1948-1951	(4 years)	
W.M. Fox (F)	1949-1952	(4 years)	
N. Bailey	1949-1959	(11 years)	
R. Freed (F)	1952-1953	(2 years)	
A.H. Orthner	1952-1960; 1962-	(23 years)	Chairman 1963-1970
R.F. Merrill	1952-1956	(5 years)	
J. Cunningham	1953-1956; 1959-60	(6 years)	
E.J. Bailey	1953; 1970-72	(4 years)	
W. McArthur	1954-1958	(5 years)	President 1954-1958
P. Currie	1954-1958	(5 years)	
D.T. Anderson	1955-1957; 1960-65	(9 years)	
S. Jesperson (L)	1955	(1 year)	
C.V. Freeman	1956-1958	(3 years)	
L.L. Brooker	1956-1963	(8 years)	
J.D. Carlson	1957-1958	(2 years)	
J.F. Conner	1957-1958	(2 years)	
A. Martin	1958-1971	(14 years)	Acting President 1958 President 1959-1971
B. Backlin (L; F.S.)	1959-1962	(4 years)	
J. Clemenger(L)	1959-1962	(4 years)	
H. Gerhart (L)	1959-1961	(3 years)	
D.E. Jane	1959-1961	(3 years)	
W. Newell	1951-1973	(15 years)	
J.T. McNair (G)	1959-1961; 1965-67	(6 years)	
E. McVety (G)	1959-1964	(6 years)	
C.D. House (G)	1959	(1 year)	
G.R. Gray	1960-1962	(3 years)	
L. Matheson (L)	1962-1970	(9 years)	
M. Shareshi (G)	1962-1964	(3 years)	
S. Palmer (G)	1963-1965	(3 years)	
T.A. Reeve (L)	1963-1974	(12 years)	
W.G. Rose	1963-1964	(2 years)	
R.W. Sherwin (L)	1963-1965	(3 years)	

List of Board Members with dates served (during years 1944-75 cont'd.

H.I. Schroeder	1965	(1 year)	
R.G. Simpson	1965-1967	(3 years)	
M.P. Sylvester (G)	1965-	(11 years)	Chairman 1972-
R. Baron (L)	1966-1968	(3 years)	
W. Boldt (G)	1966-1968; 1973-75	(6 years)	
E. Fitch	1966-1969	(4 years)	
J. Klassen (F.S.)	1966-1968	(3 years)	
R.A. McLeon (G)	1968-1969	(2 years)	
L.L. Young	1968-1970	(3 years)	
R. Batchelor (G)	1969-1971	(3 years)	
T. Colley (G)	1969-1971	(3 years)	
Gerald Fowler (L)	1969; 1975-	(2 years)	
D. Fearon (L: G)	1970	(1 year)	
K. Lang (L)	1970-1972	(3 years)	
Gordon Fowler (G)	1971-1973	(3 years)	
T.M.Y. Wilson (L)	1971-1974	(4 years)	
M. Dirks (L)	1971	(1 year)	Chairman 1971
W. Goetz (G)	1971-1973	(3 years)	
M.R. Johnston (F.S.)	1971-1972	(2 years)	
F.L.C. Reed (L)	1971-	(5 years)	
D.L. Rambo	1972-	(4 years)	President 1972-
J. Robb	1972-1974	(3 years)	
A. Downey (G)	1972-1974	(3 years)	
G. Ross (G)	1972-1974	(3 years)	
R. Willoughby (G)	1973	(1 year)	
P. Dyck (L)	1973-1975	(3 years)	
C.R. Alton	1973-1975	(3 years)	
G.R. Bell (L)	1973-1975	(3 years)	
N. Wylie (G)	1974	(1 year)	
R. Ingram	1974-	(2 years)	
R.J. Gould (G)	1975-	(1 year)	
A. Reimer (G)	1975-	(1 year)	
R. Howell (L)	1975-	(1 year)	
J. Cooper(G)	1975-	(1 year)	
A. Hindmarsh (L)	1975-	(1 year)	
C. Smith (G)	1975-	(1 year)	

* if no end date is included, it means the member continued to serve after 1975.

(L)= Layman (non-clergy); (F)= Faculty member; (F.S.)= former CBC Student; (G)= CBC grad.

Appendix A: Board Decision Coding Protocol

Coding Protocol for Subject Areas and General Subclassifications of Trustee Actions

0. Personnel

- 01 Academic and/or nonacademic salary
- 02 Staff benefits
- 03 Employment conditions
- 04 Employee organizations
- 05 Tenure
- 06 Faculty and staff appointments
- 07 Faculty and staff sabbaticals
- 08 Disciplinary actions
- 09 Grievance procedures
- 10 Dismissals
- 11 Creation of new positions

1. Student Affairs

- 01 Scholarships
- 02 Athletic programs
- 03 Student government/student control of organizations
- 04 Codes of conduct/student discipline
- 05 Student services
- 06 Campus speakers
- 07 Student newspapers/publications/media
- 08 Fraternal societies/other student extracurricular organizations
- 09 Student records

2. Business and Finance

- 01 Fiscal long-range plans
- 02 Overall operating budget
- 03 Fund raising (development)
- 04 Tuition and fees
- 05 Purchase orders
- 06 Gifts
- 07 Legal matters
- 08 Insurance matters
- 09 Budget adjustments/transfers
- 10 Investments
- 11 Accounts receivable/collectables
- 12 Audits, special financial reports
- 13 Expenditures

3. Physical Plant

Actions pertaining to financial and business matters related to physical plant:

01 Overall capital budget
02 Fund appropriations and/or authorization for revenue bonds and/or other financing
03 Property disposals (real estate or equipment)
04 Awarding contracts
05 Change orders
06 Planning funcs

Actions pertaining to other matters regarding physical plant:

07 Physical long-range development plans
08 Stages of physical planning-construction
09 Buildings/grounds alterations
10 Site approvals
11 Naming of buildings and/or campuses
12 Leases
13 Policies/procedures for design and construction of buildings

4. External Affairs

01 Coordinating agencies
02 Legislature
03 Governor
04 Other state agencies
05 State Board of Higher Education
06 Federal government
07 Local community (public relations)
08 Other
09 C&MA Headquarters (not part of original protocol)
10 Education Department of C&MA (not part of original protocol)

5. Internal Board Affairs

01 Standing committees
02 Other board committees
03 Board officers
04 Board meetings
05 Bylaws/standing orders/rules and regulations
06 Other board procedures

6. Administrative Organizations

01 Administrative transfer of authority
02 Organizational plans
03 Delegations of authority
04 Name changes
05 Creation of new positions and/or new offices
06 Campus or system governance structures

7. Other

01 Other administrative-type regulations/actions
02 President's reports
03 Committee reports
04 Campus reports
05 Other reports

8. Ceremonial Actions

01 Commendations
02 Appreciations
03 Awarding honorary degrees and/or other awards
04 Commencement/convocation/special speakers

9. Educational Programs

Actions pertaining to financial and business matters related to educational programs:

01 Appropriation of program funds
02 Use and fiscal control of grant and/or gift funds
03 Budget transfers

Actions pertaining to other matters related to educational programs:

04 Long-range academic plan
05 Cooperative programs
06 Intrainstitutional programs
07 Grants and contracts
08 Workloads/standards
09 Current curriculum
10 Degree programs/types offered
11 Admissions standards/requirements
12 Academic calendar
13 Establishment of new campuses
14 Academic regulations

Appendix B: Board Decisions Coding Sheet

CODING SHEET

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____

1. Decision Number: ___ ___ ___ ___ 1 2 3 4		1 - 4
2. Date: ___ ___ ___ ___ Mon. Year		5 - 8
3. Session Number: ___ ___		9 - 10
4. Duration of Session: ___ . ___		11 - 12
5. Decision Code: ___ . ___ ___		13 - 15
6. Decision level:		
Legislative	1	
Managerial	2	
Working	3	16
Uncoded	4	
7. If decision related to planning, it was:		
Basic, long range	1	
Incremental	2	17
8. Timing of decision:		
Prior to action	1	
After action	2	18
9. How was the matter brought before Board?		
Recommendation/motion	1	
Report	2	19
From the floor/other	3	
10. If item was "report & review", how was it received?		
Formal action	1	
Nonaction	2	20
11. Source of this item on agenda:		
Standing committee of the Board	01	
Ad hoc committee of the Board	02	
President or his office	03	
Other senior administrator	04	
Regular Board member	05	
Ex-officio Board member	06	21 - 22
Faculty committee/member	07	
Students	08	
Other sources	09	
Minutes do not specify	10	
12. Action taken on this item:		
Affirmative (accepted, carried, confirmed, approved, etc)	1	
Affirmative--as amended or with accompanying conditions	2	
Referred to a Board committee	3	
Referred to the administration	4	
Tabled, deferred, postponed	5	23
Request for information	6	
Received for information only	7	
Negative action	8	
Other action	9	
13. Change in Board Code: ___ ___ ___ 24 25 26		24 - 26

Appendix C: Questionnaire